

# Canadian Child Welfare News

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Vol. II.

NOVEMBER 15, 1926.

No. 4.

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## ANNUAL MEETING ISSUE.

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Proceedings Seventh Annual Meeting  
Canadian Council on Child Welfare.

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Ottawa, October 29, 1926.

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## SEVENTH ANNUAL MEETING, 1926, CANADIAN COUNCIL ON CHILD WELFARE.

Due to the cancellation of the Sixth Conference on Child Welfare, originally planned for Vancouver, for September, 1926, and cancelled because of the Dominion elections, the seventh annual meeting took the form of a business meeting only. It was held, on the call of the President, at Ottawa, on Friday, October 30th, opening at 10 o'clock.

There were present :

Mrs. Chas. H. Thorburn, the President, in the chair.

Dr. Helen R. Y. Reid, Montreal; Dr. H. E. Young, Victoria, B.C., Vice-Presidents.

Mme. Jules Tessier, Quebec, Que., Treasurer.

Dr. A. Grant Fleming, Montreal, Chairman, Child Hygiene Section.

Miss H. Dykeman, St. John, N.B., Chairman, Education and Recreation Section.

Mr. Robert E. Mills, Toronto, Chairman, Section on the Child in Need of Special Care.

Mme. P. E. Marchand, Ottawa, Chairman of the French-Speaking Section.

### Of the Governing Council:

Mr. Tom Moore, Chairman, Ottawa.

Dr. Ruggles George, Toronto, alternating for Miss Jean Browne of the Canadian Red Cross.

Mr. M. MacLean, Ottawa.

Mrs. Sidney Small, Toronto.

Mrs. J. A. Stewart, Perth, Ontario.

### Members of the Council:

Rev. J. Phillips Jones, Toronto,

Miss Marjorie Bradford, Toronto,  
Social Service Council of Canada.

Mrs. M. J. Lyons,

Mrs. Quinn,

Mrs. McIninch,

Catholic Women's League of Canada.

Mrs. J. A. Stewart, Perth,

Mrs. Gowling Gullock, Ottawa,

Imperial Order Daughters of the Empire.

Mr. John Appleton, Toronto, Canadian Life Insurance Officers' Association.

Mr. Norman Burnette, Ottawa, Welfare Supervisor, Metropolitan Life Insurance Co. of Canada.

Mrs. J. A. Wilson, Ottawa, National Council of Women of Canada.

Miss R. M. Grier, Ottawa,

Canadian Tuberculosis Association.

Dr. R. E. Wodehouse, Ottawa,  
 Mr. R. Plant, Ottawa, Trades and Labor Council, Ottawa.  
 Rev. Canon Vernon, Toronto,  
 His Lordship, the Bishop of Ottawa,  
 Rev. Canon Quartermaine, Renfrew, Ont.,  
 The Council for Social Service, Church of England in Canada.  
 Miss K. Symes, Ottawa, Canadian Council Girl Guides' Association.  
 Miss Hamilton, Ontario Red Cross, Toronto.  
 Mrs. Flett, Saskatoon, Sask.  
 Mrs. Kindle, Women's Unitarian Alliance, Ottawa.  
 Mrs. Wm. White, Ottawa.  
 Miss E. L. Smellie, Ottawa, Chief Superintendent, Victorian Order of Nurses.  
 Miss B. E. Hall, Asst. to Chief Superintendent, Victorian Order of Nurses.  
 Miss Jackson, Ottawa, City Superintendent, Victorian Order of Nurses.  
 Miss Greenwood, Ottawa, Victorian Order of Nurses.  
 Major Campbell, Ottawa, United Church of Canada.  
 Mme. P. E. Marchand, Ottawa,  
 Mme. H. Parent, Ottawa,  
 Miss Y. Beaudry, Ottawa,  
 La Federation des Femmes Canadiennes Francais.  
 Mr. F. McCann, Ottawa, Ottawa Boys' Club.  
 Miss Helen Campbell, Ottawa,  
 Miss Leblanc,  
 Dairy Branch, Federal Department of Agriculture.  
 Mr. E. S. Macphail, Chief Demography Branch, Dominion Bureau of Statistics, Ottawa.  
 Mr. A. W. Crawford, Director, Technical Education, Dominion Dept. of Labour, Ottawa.  
 Mr. R. W. Hopper, Social Service Commissioner, City of Ottawa.  
 Mr. A. G. Munro, Ottawa Children's Aid Society.  
 Mr. R. W. Hamilton, Ottawa Children's Aid Society.  
 Dr. G. E. Reaman, Director Bowmanville Boys' School, Bowmanville.  
 Mrs. Jean Muldrew, Soldiers Settlement Board, Ottawa.  
 Mr. Frank Yeigh, Toronto, Canadian Save the Children Fund.  
 Charlotte Whitton, Executive Secretary, Ottawa.

Regrets for absence, and best wishes for the success of the meeting were received from:—

Sir George Burn, Ottawa.  
 Mrs. Harold Riley, Calgary.  
 Calgary Child Welfare Council.  
 Mrs. R. J. MacDonald, Saskatoon, Sask.  
 Venerable Archdeacon Dobbs, Kingston.  
 Mrs. H. D. Warren, Toronto.  
 Rev. John Coburn, Toronto.  
 Col. George Naismith, Toronto.

Mrs. Riley and Mrs. MacDonald both expressed appreciation of the Secretary's recent trip to their cities.

On motion of Mrs. J. Muldrew and Mrs. G. Gullock, the 1925 Minutes were taken as read.

#### **Report from Executive.**

The Secretary reported the recommendations sent forward by the Executive from the meeting held in Ottawa, on October 28th, as follows:

1. That the Sixth Conference on Child Welfare be held in Vancouver, in May, 1927, at a date as close as possible to the National Conference of Social Work of the United States, being held at Des Moines, May 11-18.

2. That the Nominations Committee be named by the President, and include Dr. Helen Reid, as Convener, the President, Mrs. Sidney Small, and Miss Bradford.

3. That the proposal for co-operative research work suggested in the Secretary's Report in connection with the Universities be approved, and referred to the Secretary for further arrangement.

4. That authorization be given for the employment of a special worker for the juvenile immigration survey, contingent on the completion of adequate financial arrangements, supervision of the undertaking to be vested in the Sub-Committee recommended in the Secretary's report.

5. That the appreciation of the Council be expressed to the Women's Directory of Montreal, and to the Child Welfare Association of Montreal for permission to publish the result of special studies undertaken by them, in the forthcoming year.

6. That the President name a special Committee to recommend all necessary amendments to the Constitution, for reference to the Vancouver Conference.

7. That authority be given to the incoming executive to deal with all proposals for the creation of new sections of the Council as occasion arose.

8. That authority be given to expend up to \$350.00, for the circularization of the medical profession, in connection with the distribution of the medical record forms, and that special attention be given to the circularization of physicians attached to children's institutions.

9. That special propaganda be carried on in the forthcoming year, on the need of the application of child-placing technique in all cases of child-placing and adoption.

10. That the Council ask for the space of a page in the Public Health Journal, for the carrying of news items, relating to work in the various sections, during the year.

11. That the budget be increased to \$11,500.00 to provide for the addition of stenographic services, to the staff, and an increase of \$500.00, in the Secretary's salary.

12. That the offer conveyed to the Council, by the Metropolitan Life Insurance Company, be referred to the Child Hygiene Section, 1927, for their attention, and recommendation.

This offer assured the Council, that the Metropolitan Life Insurance Company would purchase a sufficient number of copies at a price to guarantee against any loss, if the Council would undertake the publication of a Teachers' Manual on Modern Methods of Health Teaching.

*On motion of the Secretary, seconded by Mr. Phillips Jones, these recommendations were adopted, with the inclusion of the name of Dr. H. E. Young, of Victoria, B.C., as a member of the Nominations Committee.*

#### **Resolutions Committee.**

The President named Rev. Canon Vernon, Dr. Ruggles George, Mr. Robert E. Mills, Mrs. J. Muldrew, as a Resolutions Committee.

The Secretary's report was presented, and dealt with, as follows:—

### **REPORT OF THE EXECUTIVE SECRETARY, CANADIAN COUNCIL ON CHILD WELFARE, 1925-26.**

Madam President, and Members of the Council:

Though this annual report is presented thirteen months after the last annual meeting, it covers only the twelve month period from October 1st, 1925, to September 30th, 1926. This period only has been covered, not through any superstitious fear of the "dozen plus" lapse of time, but in order to retain the usual division of the measurement of our work and progress by comparable twelve-month periods.

#### **ADMINISTRATION.**

Following the decision of the last annual meeting, the executive kindly allowed the undersigned to defer a formal reply to the offer of the position of Executive Secretary, for one month. Within that period, it was possible to accept the honour of the appointment offered. Arrangements were made to take over the work, as from December 1st, 1925.

Expansion of the work necessitated larger offices, and through the generous co-operation of the owners of the Plaza Building, substantially larger quarters in the same building were placed at our disposal with a comparatively small increase of rent. All alterations necessary for our tenancy were made without charge, including division into two offices. The reduction in the regular rental, and absorption of light and char service costs are equivalent to a contribution of over one hundred dollars a year to our budget.

Through the President's efforts, and the government's co-operation, we were able to furnish our offices, presentably, even if not luxuriously through the salvage department of the Purchasing Commission. This purchase of second-hand furniture enabled us to save two or three hundred dollars on the estimate for this item.

Within two months, it became evident that the present staff could not handle the increasing correspondence, yet the engagement of a third worker did not seem warranted. By a co-operative arrangement with the Canadian Tuberculosis Association, we were able to avail ourselves of the part-time services of a member of their staff. This has been a very satisfactory ar-

rangement, but with the increasing call on our distribution facilities, through the ante-natal letters' service, patterns, record forms, diet folders, and literature and the increase in the work of the Canadian Tuberculosis Association, it is evident that before another annual meeting, further assistance may be required.

*The recommendation of the Executive providing for the engagement of another worker was adopted, by the meeting.*

The Office Secretary, Miss Dixon, has continued to render the devoted and conscientious service to the Council that has characterized her work from the beginning.

### **Business Arising from the 1925 Report.**

1. A survey on apprenticeship was suggested in the Secretary's report, 1925. Mr. A. W. Crawford, Director of Technical Education, Dominion Department of Labour, had already planned to make just such a study, as was proposed. This is now in process, and speaking for the Council, your Secretary has promised such assistance as may be possible, during the survey, and in giving effect to its findings.

2. It was suggested, last year, that the four papers given at the French Speaking Section on "Institutional Provision for the Handicapped in the Province of Quebec" should be published in English, as a special pamphlet. Mr. Cloutier, the Secretary of the French Speaking Section has not yet been able to obtain translations of these four papers, so it has not been possible to go further in this matter.

### **3. Committee on Child Placing.**

Arising from the deliberations of the French Speaking Section last year, appointment of a small committee to investigate the success of the boarding-out and child-placing system in the case of children requiring care outside their own homes was recommended. Your Secretary felt that the particular information sought by this Committee might be most helpfully summarized by an intensive study of the Ottawa situation. To this end several conferences have been held with Mr. R. W. Hopper, City Social Service Commissioner, and plans have been tentatively arranged for a round-table discussion of the whole situation, probably in January, which it is suggested representatives of all agencies in Ottawa might attend.

Your Secretary recommends that authorization be now given to proceed further with this project and, subject to the final authority of the Executive, to give effect to the proposals emerging.

*Adopted on motion of the Secretary, seconded by Mr. R. W. Hopper.*

### **Local Sub-Committees.**

During the past year, the executive members at Ottawa have met at the call of the President, to discuss matters, arising for executive consideration. Recommendations have then been sent forward, to the full executive, and the decisions thus arrived at, have governed policy and action in the questions at issue.

In June, the executive members in Toronto formed themselves into an informal Committee, to act as the Council's channel for questions arising in



that district, or concerning work, etc., there. This Committee will also accept responsibility for finance and membership plans in that area. It is also suggested that this group like the Ottawa group, should confer on the questions raised from time to time, by the executive circular, or other questions, requiring executive action.

It is therefore recommended:

(1) That the procedure adopted this year by the executive members at Ottawa, be approved and continued.

(2) That the procedure adopted by the Toronto executive members be recommended for experiment in other districts where it will be possible for executive members to meet for discussion.

(3) That, in future, in all publications, the names of the members of the Governing Council be grouped by provinces.

*These recommendations were adopted on motion of the Secretary, seconded by Mr. Tom Moore.*

### **Incorporation.**

The suggestion was made during the year that the Council should now seek incorporation by Dominion Charter. Upon discussion by the executive, it was recommended that application for incorporation be indefinitely deferred, until such time as the organization, constitution, methods of work, etc., of the Council have been definitely tried out, for sufficient length of time, to allow us to be certain, of the permanent form which we wish the organization to take.

### **Committee on Changes in the Constitution.**

Due to the wider experience garnered during several years of more intensive work, it is suggested that certain changes might well be considered at the next Conference. It is therefore recommended that the President be authorized to appoint a special Committee to present a report on this matter.

### **Advisory Finance Committee.**

The financial situation will be reviewed, in the formal financial report, and the report of the Ways and Means Committee. After the year's work in attempting to second the splendid efforts of the Convener of this vital committee, and also to administer the Council's work, a question arises in reference to organization which was definitely dealt with, by the executive last year, among the conditions cited by the undersigned when discussing the creation of the permanent paid office of executive secretary. That is the question of the appointment of an Advisory Finance Committee. To my mind, the success of the Council's efforts and programme in the Child Welfare field demand that the executive be well-informed and active, and that the said executive be drawn largely from two groups—members, associated with general welfare or citizenship movements, whose experience will bring us valuable knowledge in reference to the work of their own associations, and so to the whole field of work, and of public opinion in Canada, and representative social workers, actually "on the job" in different centres, and different provinces in Canada, upon whose professional and technical knowledge the soundness and value of the Council's actual con-

tribution will largely depend. It would seem open to question, whether these two groups, from whom obviously direction for our programme should come, would also include, in various parts of Canada, persons who would be free to devote some effort and attention to our special financing. It would seem open to question, whether the very fact that they are already the executive officers or key officials in many provincial or local undertakings would not necessarily preclude them from undertaking, definite, financial responsibility on our behalf, though leaving them free to give strong assistance, by information, interpretation and support to such efforts, initiated by business men, or other citizens, as members of our Finance Committee.

This question is suggested for discussion at the present time, as the present staff resources of the office do not permit us to make any sustained effort, from there, to enlist the energies of the members of the executive on more than the work of the Council, and its membership efforts, but no action is recommended thereon, by the Secretary. Any definite recommendation for action lies more properly, within the report of the Chairman of the Committee on Ways and Means.

#### **Research.**

One of the greatest needs, today, in social work in Canada, is an adequate research programme. Because of the urgency of our social problems, our energy is too greatly spent in meeting these problems, without the possibility of benefitting by the accumulated experience of our social agencies to prevent their recurrence. The Council is specifically committed by its constitution to some research work as part of its programme. A beginning is being made in assuming the publication of Miss Wisdom's study, on Illegitimacy in Montreal, and the Infant Mortality Study made by the Child Welfare Association of Montreal. The Juvenile Immigration study will be the first, definite research work, undertaken directly by the Council. It is possible, that by co-operative arrangements with other groups, more can be done in the near future in this field. After examination of the Aims and Objectives, and the reports of the Sections for the past year, it would appear, that studies might well be initiated, as soon as financially feasible, on the following subjects:—

"2. (d) The various practices now employed in dealing with the child born out of wedlock and comparative study of results."

"2. (f) A critical study of experiments being made in prevention and treatment of delinquency looking to the adoption of a practical scientific programme of child guidance and protection."

"2. (d) As to the values and limitations of the visiting teacher movement."

In connection with these research proposals, it is possible that by a co-operative financial arrangement with other organizations, or with the Social Service Departments of the Universities, progress might be made at an earlier date, than would be possible, were this responsibility to be left solely to the Council. It is therefore recommended that the possibility of such co-operative effort be explored and reported to the executive.

*The adoption of this latter proposal was recommended by the executive, which recommendation was adopted by the meeting.*

*Section I. of the Secretary's report was adopted on motion of the Secretary, seconded by Dr. A. Grant Fleming.*



totalled \$228.66 and income in this item, including reimbursement of travelling expenses, and honorariums voted the speaker, by various organizations, amounted to \$149.60. In addition, very tangible results in membership and contributions have followed special visits made in this connection.

#### **Publications, 1925-26.**

**Proceedings.** Through the generous co-operation of the Department of Labour, which requested a supply of the Proceedings, the printing costs of this very substantial volume were reduced by fifty per cent. It is probable that the Proceedings (1925) offers the most comprehensive compendium on Child Welfare Problems in Canada, yet offered to the Canadian public.

**Canadian Child Welfare News.** The quarterly bulletin has been regularized in size, printed on better paper stock, and cover, and the quantity printed doubled (to 1,000 copies) within the estimate allowed in the Budget. Every effort has been made to afford a useful condensation of the reports of Child Welfare work throughout the Dominion, to list new literature, to direct attention to new developments or experiments, in Canadian centres, and to keep workers in various parts of Canada, informed on the work of agencies in other parts. There has been some criticism of the inclusion of summaries of local reports on the ground that only summaries of national reports, and comment on new experiments, or legislation, should be included. From your Secretary's point of view, it appears that a real service is rendered by this very feature, and a substantial contribution made to a national understanding and expression in our work. The question is therefore raised for discussion on this point.

**Casual Publications.** Other publications issued during the year include:

**Facts About the Canadian Council on Child Welfare—**A short folder giving details about the Council and its work. Some 15,000 copies of this popular dodger have been distributed.

**Aims and Objectives, 1925-30.**—10,000 copies in English and 5,000 copies in French were printed, of which over 5,000 in English and 2,000 in French have been distributed.

**The Child in Industry, Judge MacGill.** 600 reprints were published, but so great was the demand for this pamphlet that the Department of Labour printed 500 additional copies for us, over their own second edition, only 250 of which are still available.

**The Juvenile Court in Canada, Judge MacGill.**—1,000 copies were printed of which only 150 remain.

**The Children's Charter.**—So great was the demand for this card, that a second edition of 5,000 English copies was ordered, of which only 250 remain.

**Child Placing.**—1,000 reprints of the Conference papers were published, of which 500 are still available.

**Family Desertion.**—1,000 reprints of the Conference papers were published, of which 750 are still available.

**Child Welfare Legislation in Canada, 1920-25.**—1,000 reprints were published, of which 750 are still available.

**The Status of the Unmarried Mother and Her Child in the Province of Quebec, John Kerry, K.C.**—2,000 copies were printed, of which 1,000 are in stock.

## ACTIVITIES, 1925-26.

### Membership.

A special membership campaign was directed through the central office, during the year. The membership, as reported, at the last annual meeting, has increased over 175 per cent, and further, marked growth is expected from the local campaigns now in progress, for support in which the Council is indebted to its executive members in various centres.

The membership to date stands at: 20 national members; 26 provincial members; 51 municipal members; 328 individual members.

### Educational Propaganda.

**General.** In addition to special publications issued during the year, the usual work has been carried on, in supplying readers at various times, on matters of special interest in the Child Welfare field, to the regular press. The large dailies have been circularized every other month, all the press once in six months, and certain weekly, and home papers at more frequent intervals in reference to the pre-natal letter service, with most encouraging results. Canadian social work is, indeed fortunate, in the number and standing of the publications, disposed to accept and feature sympathetically items of interest in this field. The Canadian Press Ltd., has been exceedingly generous in assistance granted in both wire and mail service.

Special articles on Child Welfare subjects have been contributed to Social Welfare, the League of Nations Bulletin, the (Trades & Labour) Congress Journal, The Torch and other publications.

Formal addresses to the number of 39 have been given by the Secretary during the year at Ottawa, Montreal, Toronto, Hamilton, Port Hope, Renfrew, Manotick, St. John, N.B., MacDonald College, Que., Oshawa, Kingston, New York and in Quebec, Que., in the East. During the Western trip, recently concluded (and overlapping somewhat into the work for 1926-27)—58 formal addresses were given at North Bay, Cobalt, Haileybury, New Liskeard, Port Arthur, Sudbury, Winnipeg, Brandon, Regina, Moose Jaw, Saskatoon, Swift Current, Calgary, Medicine Hat, Lethbridge, Edmonton, Chilliwack, New Westminster, Nanaimo, Vancouver, and Victoria. In some centres, several addresses were given, in others, the engagements were at annual meetings of national, provincial or county organizations, which meant that larger constituencies were indirectly touched. Purely local engagements outside of Ottawa have been accepted only when offering through other trips or when expenses have been met. A most valuable opportunity was that offered by the MacDonald College Summer School lectures, given on Child Welfare subjects to one hundred and ten clergy and their wives, from the Eastern Townships of Quebec. Audiences reached ran from 25 or 30 to 600 and 700 in attendance with a very conservative average estimated at 100. Invitations which had to be declined numbered between two and three times those it was possible to accept.

Your Secretary is of the opinion that this aspect of the work is extremely valuable, as an educational investment and as rendering the Council and the Council's work truly national in scope, and effect, and therefore, a legitimate and necessary item in the Budget. It is worthy of comment though that in the year just closed, travelling disbursements

Canada and the International Child Labour Conventions—Action Necessary for Canada's Adherence to the International Child Labour Conventions.—These are two separate reports, really forming one publication, (bulletin and chart). Five thousand of each of these are being issued this month, consequently no report of the distribution is possible at this date, but advance requests indicate a large demand.

Statistical Report on Infant Mortality in Sixty Canadian Cities, 1924.

Statistical Chart on Causes of Infant Deaths, Canada, 1925.

These two publications are statistical charts, 1,000 copies of each of which have been printed, for special distribution to clinics, health departments, etc. Copies will be sent free to members, on request.

#### **1927 Publications Contemplated.**

1. The study mentioned in the 1925 report of a selected number of 1,100 illegitimacy cases handled by the Women's Directory, Montreal, has not been completed yet. This study has been in process for over a year under the direction of the Secretary, Miss Jane Wisdom. The results of the inquiry give every promise of being a most valuable contribution to Canadian Social bibliography.

2. The Educational Charts, which the Council hoped to be able to publish through the collaboration of the Dominion Bureau of Statistics, on the basis of the latest census figures, are not yet ready, but it is hoped will be published at an early date.

3. A condensed **Child Welfare Bibliography**, covering problems in the various Child Welfare fields, will be ready for December distribution.

4. **Teaching International Relationship.**—In co-operation with the League of Nations Society, several thousand copies of this pamphlet, for the use of teachers, group leaders, etc., are being published. The League will distribute a portion of the issue, while a supply will be taken by the Canadian Girls in Training for the use of their leaders, and it is probable other copies will be used by the United Church of Canada, for the use of its clergy and Sunday School workers.

5. Reprint of the Bulletin on **Specialized Classes**. Dr. Sinclair's bulletin on this subject has proved so popular that even a reprint has been exhausted. It is hoped that it may be possible to issue a second edition for which we have requests now for 2,000 to 3,000 copies.

#### **Special Publications, 1926-27.**

1. As will be mentioned in more detail in the Section reports, the Council hopes to be able to issue, within the next year, three specialized publications.

(1) An illustrated Child Health Story.

(2) An illustrated Booklet of Child Health rhymes.

(3) Two or three Child Health posters.

Arrangements for these publications are practically concluded through the valuable co-operation of Miss Helen Campbell, of the Dairy Branch, Dominion Department of Agriculture, and the financial co-operation of the National Dairy Council.

2. General Child Welfare Posters—It is hoped that through arrangements now under way, a general **Child Welfare Poster**, as well as two or three special ones will be issued during the next year.

*This section of the report was adopted on motion of the Secretary, seconded by Dr. Helen R. Y. Reid.*

On the suggestion of Canon Vernon, it was agreed that all special publications as well as general, should be mailed upon issuance, to all national members of the Council.

#### **Child Welfare Exhibit.**

The United Church of Canada has taken over the excellent Child Welfare exhibit, formerly used by Mr. Hugh Dobson in his work in Saskatchewan. It is hoped that arrangements, now under discussion, may make it possible for the Council to utilize some of this material in its own work, or that of various agencies, in different centres.

#### **Crest.**

Designs were obtained for the executive of a suggested crest for the use of the Council. The design selected by executive members, who could be consulted, will be submitted for adoption, at the annual meeting.

#### **Juvenile Immigration Protective Experiment.**

The Big Brother and Big Sister proposal outlined last year, at the annual meeting, is being inaugurated this year, in the Eastern Townships of Quebec Province. On the basis of the experiment as tried there, future policy will be determined on this matter. In those provinces, in which provincial child welfare work is under government supervision, the Council will consult fully with these authorities, before embarking on any work in this field.

#### **Juvenile Immigration Study.**

Through the generous co-operation of Mr. F. C. Blair, Assistant Deputy Minister of Immigration, arrangements have been completed, for the initiation of this study. The executive appointed the President and Secretary as a committee with power to act in this matter. Necessarily, the full arrangements of the plan of the survey must be worked out in detail, under the supervision of the worker in charge.

It is recommended:

(1) That a suitable worker with many years' experience in child placing be placed in charge of the survey, that she be empowered to consult with the Toronto Child Welfare Council officials, in this work; and that subject to final executive approval on matters of policy or finance, a Committee consisting of the President, the Chairman of the Section on the Child in Need of Special Care, and the Secretary be in charge of the study.

(2) That the possibilities of financial support of this project by the Montreal Women's Canadian Club be followed up, and warmly approved and the detailed financial arrangements for the prosecution of the survey be authorized only by executive vote, if it be found impossible to finance the study from outside sources.

(3) That an expression of appreciation for his co-operation in this matter be forwarded to Mr. Blair, Assistant Deputy Minister of Immigration.

*This section of the report was adopted on motion of the Secretary, seconded by His Lordship, the Bishop of Ottawa.*



### **Juvenile Delinquency Record Forms.**

Every effort has been made to interest the members of the Committee, appointed during the Conference, to deal with this matter, but without success. Judge Mott, of the Toronto Court has been especially interested, as has Judge Ethel MacLachlan of Regina. The Dominion Bureau of Statistics is prepared to print, and distribute, free to all Courts, a uniform record form, if agreed upon, by the Canadian Courts, and to accept this for official, statistical returns.

It is therefore recommended that the 1925 Committee be discharged and a new Committee convened consisting of:

Judge Mott, Toronto; Judge Choquette, Quebec; Judge Blois, Halifax; Judge MacLachlan, Regina; J. H. T. Falk, Montreal; R. H. Coats, Dominion Statistician; H. Hill, Edmonton, Alta.; W. L. Scott, K.C., Ottawa, with the Chairman of Section IV, and the Secretary as ex-officio members.

### **Crippled and Shut in Children.**

It was found, upon proceeding further in the effort to bring some educational training to children, deprived by physical defect, or isolation, of educational facilities, that only by organization, of the instruction on a provincial basis could anything permanently constructive be hoped for. Consequently no bulletin has been issued, as originally suggested, on the British Columbia Correspondence Course and methods. Alberta has also adopted this latter scheme, and Ontario, whose Premier, Hon. G. Howard Ferguson, has been a strong supporter of ours in this project, has passed a regulation whereby the province contributes \$40.00 per annum to the cost of transporting any crippled child to school. In addition, the Ontario Department of Education has sent itinerant teachers during the last Summer in to the sparsely settled areas, in the North, where school districts are not yet organized, to give individual instruction to the children.

After going into the matter thoroughly, it appears feasible to discuss the advisability, and possibility of getting some co-operative arrangement, among the various national organizations doing work for crippled children, which would provide for a comprehensive registration of all handicapped children, and a co-operative programme of treatment and training. This has been discussed with Mr. Allen of the International Crippled Children's Association, Mr. T. H. Blair of the Rotary Crippled Children's Committee, and Miss Jean Browne, Director of the Junior Red Cross. It is hoped, that by the next annual meeting, word of a more definite co-operative effort will be recorded. Meanwhile, your Secretary is continuing to deal with the reference of such cases as reach the office, and to confer with Provincial Departments of Education, in reference to correspondence courses for children in the outlying areas.

*This section of the report was adopted on motion of the Secretary, seconded by Mr. Tom Moore.*

### **LEGISLATION.**

#### **(1)...Legislative Activities.**

##### **Provincial.**

The Council has taken part in provincial legislative effort, only on request of members within the province concerned, or where the particular question involved, definitely, endangered any part of the Council's pro-

gramme or policy, as enunciated in its general aims. Even in these latter cases, every effort has been made to work in co-operation with existing provincial organizations. Sometimes, in the absence of the latter, Council executive officers within the province have acted directly.

In **New Brunswick** upon request, the office instituted inquiries re the possibility of repeal of the Unmarried Parenthood legislation 1925. Unfortunately, the whole matter of the repeal of this Act, and the subsequent enactment of an ineffective, and apparently "paper" substitute was effected so quietly and quickly, that no effort could be organized in time to retain the constructive legislation of 1925, which, it must be admitted, had never been put into actual operation, through lack of provincial officials and appropriation. Educational propaganda is required in this province, not alone on this subject, but also to bring about adequate provincial enforcement of the Children's Protection Act, and to obtain proper legislative and administrative provision for all children in need of special care.

In **Nova Scotia**. An effort was made through members in the province, to add our protest on the repeal of the pasteurized milk by-law of Halifax. Unfortunately, the forces opposed to the measure were too strong for the Health Department, and workers combined, and Halifax, as a result, becomes one of the few large cities of Canada permitting the dangerous sale of "loose milk."

#### In **Ontario**.

(1) The Council's executive members; and Hon. Solicitor, Mr. W. L. Scott, in conjunction with the Association of Children's Aid Officers, and the Social Service Council of Ontario, took an active part in making representations to the Ontario Government, in reference to changes in the provincial Child Welfare legislation contemplated by the Commission on the Revision of the Statutes. Generally speaking, while commending some, but opposing many of the Commission's suggestions, the Council representatives urged the greater desirability of permitting the social workers of the Province to confer, and offer a comprehensive report on the whole question of child welfare legislation and administration in Ontario, if any changes were being contemplated.

(2) On the request of the officials of the Trades and Labour Congress, the Council office undertook the organization of a protest against the efforts of the Toronto Board of Education to have undesirable amendments made to the Adolescents' School Attendance Act. The office communicated with the Toronto Child Welfare Council, the League of Women Voters, the Social Service Council of Ontario, the Council of Women, the Provincial Chapter, Daughters of the Empire, the Diocesan Synod of the Church of England (in annual session at the time), and the Ontario Federation of Women's Institutes, in this matter. A protest on the effect of such a proposal in relation to national standards was also sent forward by the Chairman of the Section. In addition, publicity notices were obtained in all Toronto, and many provincial papers. The combined protests were effective, in maintaining the Act, as it stood.

### **DOMINION.**

#### **Juvenile Immigration.**

Early in 1926, the Council of the Barnardo Homes in England addressed a protest to the Canadian House of Commons, and Senate, asking

for the repeal of the Departmental ruling, prohibiting the immigration to Canada of unaccompanied juveniles, under fourteen years of age. Steps were immediately taken to obtain the opinion of the chief executive officers of various national organizations on this matter, and as a result a letter was addressed to the members of both Houses setting forth the Canadian attitude on this matter, and the reasons therefor. This was accompanied by the insertion of news readers, in all the Canadian dailies, on the same incident. Efforts were also made to interest certain members of the different parties in the Commons in this matter with satisfactory results. Several members expressed their agreement with our view on this matter.

#### **Juvenile Court Matters.**

##### **Vancouver Juvenile Court Case.**

On February first, a judgment handed down by Mr. Justice Hunter of the Supreme Court of British Columbia, declared invalid Judge Helen Gregory MacGill's jurisdiction in the Vancouver Juvenile Court, and subsequently all her judgments, convictions, etc. Consequently no little concern was felt in respect to the jurisdiction of some of the other Courts in the provinces, established subsequent to the Vancouver Court.

The Council office, therefore, immediately got in touch with the Dominion Department of Justice, in order to obtain the fullest information on the judgment, and on its possible effects, elsewhere.

The situation arose through the following circumstances: The Juvenile Delinquents' Act (Canada, 1908), provides for the proclamation of the Act, and, therefore, the setting-up of a Juvenile Court within any province by federal proclamation following an application from said province. Section 34 of the Act provides for such action, where the province has passed legislation providing for the establishment of Juvenile Courts within that province. The following section (35) provides for exactly similar action "notwithstanding that the provincial legislature has not passed an Act such as referred to in Section 34 of this Act, if the Governor-in-Council is satisfied that proper facilities for the due carrying out of the provisions of this Act have been provided in such city, town, or other portion of a province, by the municipal council thereof or otherwise."

It is therefore obvious that the power of the federal authority in both instances is exactly the same. The Vancouver Juvenile Court was established by federal proclamation on the request of the province in 1910. The original proclamation referred to the powers conferred by Section 35 of the Juvenile Delinquents' Act. In the same year, the British Columbia legislature had passed a provincial Juvenile Courts Act. Consequently the proclamation, which was issued, after the passage of the provincial legislation should have referred to Section 34 not Section 35. This was taken as the basis of Mr. Justice Hunter's decision declaring the Vancouver Juvenile Court without jurisdiction.

After communication with British Columbia, action was immediately taken to have the earliest possible proclamation of the establishment of the Court, in revised terms. This involved a Dominion Order-in-Council and proclamation in the Canada Gazette. Through the sympathetic co-operation of the Dominion Department of Justice, this was arranged with the least possible delay, and when the proclamation missed the fortnightly



issue of the Gazette on February twentieth, a Canada Gazette Extra carrying this one item was issued on the twenty-second. Upon issue of the proclamation, word was wired to British Columbia, whereupon the Attorney-General announced Judge MacGill's re-appointment, exactly three weeks after the judgment unseating her.

Throughout the effort for reinstatement, readers were carried by the Canadian Press, setting forth the facts of the case, announcing the proclamation, and later the reinstatement.

#### **Maintenance Orders Enforcement Act (Imperial), 1920.**

Last year, we reported that at the suggestion of the Solicitor-General the Council had taken up the matter of adherence by the various Canadian provinces to this enactment of the British Parliament, in order to provide for the reciprocal enforcement in Canada of maintenance orders issued in Britain against former residents of the British Isles now in Canada, and vice versa. Close follow-up work was done with the provinces, every one of which evinced an interest in the matter. An approach had also been made to the Provinces by the Dominion Government.

Nova Scotia, Quebec, Alberta and British Columbia stated that they were not contemplating the introduction of legislation, providing for reciprocal enforcement. The Provinces of Manitoba and Saskatchewan expressed a feeling that a prior effort should be made to obtain reciprocal enforcement among the nine Canadian provinces. Prince Edward Island and Ontario stated that they were considering the advisability of submitting legislation along these lines, at an early date.

Further follow-up work was done early in 1926. At this time, the Secretary of State's Department took the matter up again, with the Provinces. The opinion seemed to prevail, that prior reciprocal arrangements should be concluded among the Canadian provinces, as suggested above. Quebec, at this later date, in communication with our office, seemed more disposed to consider such legislation. In view of the more favourable attitude of some of the provinces, than of the others, and the fact that all did not seem equally concerned with the incidence of these cases, a ruling was requested from the Department of External Affairs, as to whether the phrase in the British Act, providing for reciprocal arrangement "by the Legislature of any part of His Majesty's Dominions outside the United Kingdom," would make it possible for any one province to act independently of the other provinces, in giving adherence. The ruling was given that it would be possible.

Such action by any province would involve passing an Act in corresponding terms to that of the British Act, passing Orders-in-Council from time to time extending the application of the Act to such additional parts of the Empire as may subsequently adopt it, and, if desired, making Rules of Court, for the purpose of giving full effect to the Act.

However, following a suggestion from one of the Provinces, and later from the Department of External Affairs, to the effect that the question of a reciprocal agreement among the provinces, on the matter of the reciprocal enforcement of judgments was under consideration, by the Commissioners on Uniformity of Legislation for Canada, an effort was made to get in touch with the latter body. Through the courtesy of the Secretary, Mr. John Falconbridge, K.C., we were supplied with a copy of the proposed

Reciprocal Enforcement of Judgments Act, being advocated by the Commissioners. Our Honourary Solicitor, Mr. W. L. Scott, advised us, however, that as the definition in the proposed Act covered only judgments, rendered in **civil proceedings** it would not apply to maintenance, and like orders. Mr. Scott suggested that we might be able to have the definition of "judgment" altered to cover such orders. This suggestion was sent forward to Mr. Falconbridge, and through the valuable assistance of Miss Violette Lafleur, was brought before individual members of the Canadian Bar Association at their annual meeting in St. John in September. Mr. Falconbridge, on behalf of the Commissioners, kindly agreed to give their valuable assistance in the drafting of such a reciprocal measure, if this were requested by any province, but advised us that action of course would depend entirely upon the decisions of the various provinces, as to policy in this matter. Four provinces have now been approached through provincial channels, along these lines.

It is recommended that members of the executive should press this matter within their respective provinces, and that the Secretary be authorized to bring it to the attention of the Provincial Premiers at their next conference.

It is further recommended that if a draft Act be prepared, the Council print the draft and distribute it among the various social agencies in the different provinces.

*This section of the report was adopted on motion of the Secretary, seconded by His Lordship, the Bishop of Ottawa.*

## RELATION TO OTHER ORGANIZATIONS.

### Informal Conference of Representatives of Health Organizations.

Realizing that one of the purposes of the Council as laid down by the Deputy Minister of Health at the time of its formation, was to attempt to avoid duplication in Child Welfare effort, among the different national groups working in the field, a request was sent out to all the national organizations in whose programme child health effort figured, as to whether they would be willing to send a representative to meet informally in Ottawa, to discuss the present efforts and proposed programme of the Council, in relation to their work, in the Child Welfare field. This letter was sent to the Canadian Medical Association, the Canadian Nurses' Association, the Canadian Public Health Association, the Victorian Order of Nurses, the Canadian Red Cross Society, the Junior Red Cross, the Canadian Tuberculosis Association, the Canadian Social Hygiene Council, the Canadian National Committee on Mental Hygiene and the Canadian Dental Association. The proposal was most generously received. The meeting was arranged in Ottawa in June, and all the above organizations, except the Canadian Medical Association, the Social Hygiene Council, the Mental Hygiene Committee and the Dental Council were represented. In each of these cases, business in other parts of Canada explained the absence of the executive officers of these groups, and most encouraging messages were received, endorsing the suggestion. The informal conference proved very satisfactory, and a request was made that the experiment be continued.

### **The Canadian Association of Child Protection Officers.**

Due largely to the efforts of Judge Ethel MacLachlan of Regina, and Mr. A. G. Cameron, of Ottawa, close co-operation has existed between this group and ours, during the past year. Co-operative arrangements were made for a joint conference at Vancouver, and when it was necessary to postpone the meeting, the Canadian Association of Child Protection Officers also agreed to defer their gathering. It is hoped that by further co-operation this year, more progress may be made in the matter of juvenile delinquency record forms.

### **The Social Service Council of Canada.**

Most cordial relations have existed between the two groups in the past year. Your Secretary jointly represented the two Councils at Geneva, and the Social Service Council generously met half the expense incurred. Further co-operation was shown by the Council's request that your Secretary convene its Child Welfare Committee, which request was granted by the executive. It is hoped that as a result of this co-operation, our two groups may unite in certain child welfare research work in the coming year.

### **National Education Council.**

On request, the Council has appointed a representative, Dr. Helen R. Y. Reid, First Vice-President, from this organization to the Advisory Board of the National Education Council.

### **Save the Children Fund, Canadian Committee.**

As the result of an approach from the Committee, discussions have taken place during the year, on the possibility of the Council creating a Committee on Conditions Among Foreign Children and taking over the organization of the Save the Children Fund Committee in Canada. The executive felt that so many questions would be involved in such a development that a request was sent to Mr. Frank Yeigh, the Chairman, for further definite opinions on some of these. Mr. Yeigh will attend the annual meeting, when this matter will be finally considered.

### **The Canadian National Committee on Mental Hygiene.**

This organization has co-operated most generously, throughout the year, in advising on various questions and literature, in providing speakers for the Conference, and agreeing to co-operate in the coming year in the issuance of a series of child guidance leaflets.

### **The Canadian Public Health Association.**

By courtesy of this group who assumed responsibility for revising their former Child Diet Folders, the Council has been able to offer this revised edition, as its publication.

### **The Canadian Tuberculosis Association.**

We have enjoyed close working co-operation with this organization during the year, sharing in stenographic services, purchase of various office supplies and such other practical co-operation as is possible. We have also been able to consult with Dr. Wodehouse, the Secretary, on various pieces of work, in which our interests touched.

### **The League of Nations Society.**

The Council took out a corporate membership in the League Society in 1925. This has been especially helpful, in view of the close relationship of some of our work in the last year. The Society and the Council are engaged at present in the joint publication of a pamphlet on "Teaching International Relationship to Tomorrow's Citizens."

### **The Trades and Labour Congress of Canada.**

Due largely to Mr. Tom Moore's keen interest in the Council, we have been able to work in close conjunction with the Congress, during the past year. Through a special arrangement with the Congress Journal, the Council's pamphlet and schedule on Canada and the International Labour Conventions appeared first in that paper. The Congress is now assisting in the distribution of the pamphlet.

### **The Canadian National Institute for the Blind.**

Negotiations have taken place during the year, looking towards the possibility of a co-operative arrangement whereby, through the Council, details could be concluded, whereby babies born blind could be looked after in their own homes, or private boarding-homes, instead of institutions. The idea is that the Institute would provide instruction in the care and training of the blind child, and the child-caring agencies, the home-finding, and child-placing services. The Council would endeavour to afford a central clearing-house, for locating the cases, linking them up with the Institute, and the Institute with the local child-caring agencies. The whole purpose of the effort is to guarantee that the blind child is reared with "sighted" people, and as far as possible, is protected against the development of blind peculiarities, characteristics or psychology.

It is hoped that this arrangement will be satisfactorily concluded within the next few weeks.

### **Other National Organizations.**

While not working during the past year, on definite co-operative undertakings with other than the above named organizations, we have enjoyed most cordial relations with other groups working in related fields. The Victorian Order of Nurses, the Junior Red Cross, the Canadian Nurses' Association, the Social Hygiene Council, have all been most generous in assistance, and suggestions along various lines. The Council for Social Service of the Church of England in Canada, was most helpful in assisting with introductions to workers in England. The officials of the United Church in Canada are at present discussing certain proposed lines of co-operation in specific pieces of work, which would make a very decided contribution to the Canadian Child Welfare Programme. The various Women's organizations within the Council have been most co-operative in assisting with various matters at different times, and in arranging for local assistance through their local groups. The help of the Daughters of the Empire, the Women's Institutes, and the Catholic Women's League has been particularly valuable.

In closing this section of the report, it would seem to be justifiable to claim that the Council is beginning to realize to some degree one of the



clauses of the Constitution "to co-ordinate the Child Welfare programme of its constituent bodies."

*This section of the report was adopted on motion of the Secretary, seconded by Mr. Tom Moore.*

## **CANADIAN LEGISLATION RELATING TO CHILD WELFARE, 1925-26.**

### **Dominion.**

In the Dominion Parliament just dissolved, no legislation related directly to child welfare was enacted. A motion, introduced by Miss Macphail, and unanimously passed by the House of Commons, may ultimately affect some of the problems of child dependency, experienced by various social agencies. The Macphail motion\* (quoted below) recommends that prisoners incarcerated in Dominion institutions should be remunerated for their labour during their confinement and this remuneration devoted to the relief of their dependants, or retained for their own use, upon release. It is anticipated that such legislation or regulation, as may be necessary to give effect to the resolution, passed by the Commons, will be initiated as soon as feasible.

### **Alberta.**

#### **An Act to Amend the Minimum Wage Act.**

An amendment to the Factories' Act provides that "wherever a minimum wage has been fixed for female workers in any class of employment no male worker shall be employed in such class of employment at a less wage." Due provision is made that such wage shall not apply to apprentices who have been indentured only, and who are receiving proper instruction from the persons to whom they are apprenticed. This enactment is a practical application of the Council's pronouncement of last year that minimum wage regulations should apply to all persons of both sexes up to eighteen years of age.

#### **An Act to Amend the Mothers' Allowance Act.**

The amendment passed by the last session of the Alberta Legislature provides for the payment of an allowance to the wife of a man, who is unable to support his family by reason of total disability resulting from sickness or accident and which may reasonably be expected to continue for at least one year.

### **British Columbia.**

The only piece of legislation, enacted in the last session relating to the Child Welfare programme was the Male Minimum Wage Act (Chapter 32, 1925). This Act applies to workers in all occupations but those of farm-labourers, fruit-pickers, fruit-packers, fruit and vegetable canners, and domestic servants. The Act empowers the Board of Adjustment (constituted under the Hours of Work Act, 1923) to fix a minimum wage for

NOTE:—The Macphail Motion, passed March 31, 1926, read:  
"That in the opinion of this House, the administration of penitentiaries be amended to provide: first, sufficient productive work to keep the inmates employed; and, second, that a share of the proceeds go to dependents, and in the case of no dependents such share to be held in trust, until release."

all such workers, with provisions for special minimum rates for handicapped, or part-time employees, or apprentices. British Columbia is the third Canadian province to adopt the principle of equal application of minimum wage regulation in its legislation.

#### **Workmen's Compensation.**

Important amendments to this legislation came into force on January 1st, 1926, whereby generous provisions permit of the payment of Compensation on conditions that allow of the maintenance of the family group, even upon the death of the mother.

As amended, the Act now reads :

"Where the workman leaves no widow, or the widow subsequently dies, and it seems desirable to continue the existing household, and where an aunt, sister, or other suitable person acts as foster-mother in keeping up such household and taking care of and maintaining the children entitled to compensation in a manner which the Board deems satisfactory, the person acting as foster-mother shall, while so acting, be entitled to receive, until the children reach the age of sixteen years, the same monthly payments of compensation for herself and the children as if she were the widow of the deceased; and in such case the children's part of such payments shall be in lieu of the monthly payments which they otherwise would have been entitled to receive."

#### **Manitoba.**

##### **An Act to Amend the Minimum Wage Act.**

This amendment makes the Minimum Wage Act applicable to boys under eighteen years of age. Manitoba is the second Canadian province to enact such legislation within the past year.

##### **An Act to Amend the Child Welfare Act.**

###### **(a) Dependent Children.**

1. The meaning of a dependent child is extended to include any child over fourteen years of age, not capable of self-support on account of physical or mental incapacity.

2. For the purposes of the Mothers' Allowance Act, the Child Welfare Board's powers are enlarged to include the recommendations of rules and regulations not inconsistent with the provisions of the Act for the payment of allowances.

3. An orphaned, dependent child for whom no one is liable to maintenance may be placed in a foster home, by a society or the Director of Child Welfare on the authority of the Child Welfare Board.

###### **(b) Neglected Children.**

1. An important clause extends the term "neglected child" to include a child "Whose parent, if one only be living, or parents, has or have allowed him or her to be brought up by another person at that person's expense for such time and under such circumstances as to satisfy the Court that such parent or the parents has or have been unmindful of his or her, or their parental duties."

**(c) Children Born Out of Wedlock.**

1. An important amendment reserves the right of a mother to any powers ordinarily granted a mother under the Act, even if she be under twenty-one years of age.

2. Further power is conferred by the Act to exact bond from an alleged father to cover "the hearing of any appeal from any dismissal of the case against him at the trial thereof."

3. Another new clause enacts that when no information has been laid in respect to the father of a child born out of wedlock, the Director of Child Welfare, having regard to the welfare of such child, may apply to the Court for a summons or warrant requiring the responsible parties to the case to attend such Court, where such action as is contemplated in the Act in respect to this group of children, may be taken.

**(d) Adoption.**

1. Adoption agreements made before the Act came into force may be made absolute, if the Director issues a certificate of approval.

**(e) Feeble-minded Persons.**

1. Possibly the most significant amendment is one which permits the continued detention by Order-in-Council of any feeble-minded person over twenty-one years of age, who is certified by the psychiatrist to be feeble-minded, or mentally defective, or of a mental age under fourteen years.

**(f) Administration.**

1. Municipal Child Welfare Committees of three members, holding office for one year, may be appointed by the Board to assist the Director.

2. A comprehensive clause confers power on the Lieutenant-Governor-in-Council to appoint a Commission of Public Inquiry not exceeding three persons, to inquire at any time into the affairs and conduct of any institution.

**New Brunswick.**

**The Deserted Wives' and Children's Maintenance Act, 1926.**

This Act provides for the payment of maintenance up to a maximum of \$20.00 per week, on behalf of a deserted wife, or child, by a deserting husband or father, upon Court order. The Act is similar to those in force in most of the other provinces of the Dominion, resembling particularly the present Ontario Act. One important distinction in the New Brunswick Act is Clause 5, whereby a complaint against the deserting husband or father if laid by other than the wife, or child, or person having the care and custody of the child, requires the consent of the Attorney General of the Province. Otherwise, the legislation is practically identical with existing legislation in Ontario.

**The Illegitimate Children's Act, 1926.**

Unfortunately, this Act represents, possibly, the greatest backward step recorded in the past year, in the social legislation of any Canadian province, in that it repealed the constructive and advanced "Act for the Protection of Children of Unmarried Parents, 1925." The very phraseology of the 1926 enactment is, in itself, a retrograde step. It is true, however, that the 1925 Act was never operative in that no officials nor machinery existed to enforce it. Provision for the provincial officer, assistants, and ad-



ministrative expenses was not made, and on the argument of the futility of the Act in the lack of these, the whole legislation was scrapped. The 1926 legislation appoints the overseers of the poor in the various counties, as the officials who must lay a complaint against the putative father, if the child becomes a public charge. If this be done the putative father can settle the case, by a lump sum payment of \$300 to \$600.

As far as the protection of the child and mother is concerned, the Act reverts to the practice of the old Bastardy Acts. The beneficent clauses whereby the province, as represented by the provincial officer, exercises the principle of guardianship over the child, by initiating action, on its behalf, are entirely eliminated. The mother, her parents or anyone, who has incurred financial outlay for the care of the child may bring action, as for debt, against the putative father. This subverts the underlying principle of the former legislation, and makes the whole Act, a mere debt collecting enactment devoid of any implicit spirit of state guardianship. Obviously, the mother or other person bringing the case must employ legal services. There is no provision for state intervention or assistance as in the former Act. When the case has been so initiated, the Judge upon the hearing may compel the putative father to pay a weekly sum not exceeding \$3.00 per week, until the child is fourteen years of age. The whole tenor of the Act is repugnant to the principles towards which Canada, and in fact British effort has been working, for years. Part 1, Section 4, Clause 5 is typical of the spirit of the legislation.

"5. No information shall be laid if security is given or tendered to the overseers for the Parish to which such illegitimate child is likely to be, or has become, chargeable, by a good and sufficient bond approved by such overseers, or by the judge or clerk of the peace for the county in which such parish is situate, conditioned to indemnify such Overseers against all sums of money which they may lawfully expend in consequence of the pregnancy or death of such woman, and the birth, maintenance or death of such child."

In view of the Council's statement of principle in this field, every effort should be made to awaken public opinion in New Brunswick, to the inadequacy and unrealized cruelty of the 1926 legislation.

**Nova Scotia.**

#### **An Act to Amend the Children's Protection Act.**

This amendment extends the powers formerly vested in the Superintendent of Neglected and Dependent Children by substituting for the latter office that of "Director of Child Welfare."

A minor amendment provides for the office of Director of Child Welfare and Judge of the Juvenile Court of Halifax being held by the same person, at the same time.

#### **An Act Respecting Immigrant Children.**

This Act resembles the Ontario (1924) and the Alberta (1925) Juvenile Immigrants' Protection Acts. The Act, in so far as provincial legislation can do so, places the protection of immigrant children placed in the province upon the Director of Child Welfare.

## **Ontario.**

### **An Act to Amend the Adoption Act.**

The amendment provides that an order of adoption of an illegitimate child shall not be invalidated or in any way affected by the subsequent intermarriage of its parents. By this change, the situation existing under the Adoption Act and the Unmarried Parenthood legislation is clarified. If a child born out of wedlock has been adopted, its legitimation by the subsequent intermarriage of its parents does not affect its status, under the Adoption Act.

### **An Act to Amend the Workmen's Compensation Act.**

This extends the provisions for compensation to the cases of persons suffering from silicosis, and so will be of special value in relation to the problems of child dependency in this group.

## **Prince Edward Island.**

No intimation has been received from this province of any 1926 legislation related to Child Welfare.

## **Quebec.**

The Deputy Attorney General has informed the Council office that no legislation which could be comprised under the heading of Child Welfare was enacted at the last session of the Quebec Legislature.

## **Saskatchewan.**

### **An Act to Amend the Infants' Act (C. 42—1925-6).**

This Act establishes equal guardianship of infants in Saskatchewan. The father and mother, if living together, are now joint guardians of their infant children, with equal powers, rights and duties in respect thereof. On the death of either parent the surviving parent is guardian of the infant children, either alone, where no guardian has been appointed by the deceased parent, or jointly with any guardian so appointed. Either the father or the mother may, if under age by deed or if of full age by will, appoint one or more persons to be guardian or guardians of an infant after the death of the appointer, if the infant be then unmarried; and where guardians are appointed by both parents they act jointly.

### **An Act to Amend the Adoption of Children Act. (C. 43 1925-6).**

This Act placed a new provision in the principal Act to the effect that, if, upon an application for an adoption order, it appears to the judge that the child has lived since his earliest years with the applicant and has known no other parents, the judge may, in his discretion, dispense with the child's consent.

(In presenting this report, the Secretary explained the procedure of collecting the information therein contained. The Votes and Proceedings of the various Assemblies are checked, and copies of legislation noted therein are obtained. The course of this proposed legislation is noted, and upon its passage, the memorandum written for the report is submitted to the proper departments for final checking. Every care, therefore, has been taken to procure detailed accuracy in this section of the report.)

*This section of the report was adopted on motion of the Secretary, seconded by Canon Quartermaine.*

## INTERNATIONAL CHILD WELFARE RELATIONS.

The February and May Bulletins have already carried details of the appointment of a Canadian Assessor to the Child Welfare Committee of the League of Nations, but in order to preserve a continuity of record, reference, thereto, is necessarily included in this report.

### **The Child Welfare Committee of the League.**

In 1925, the Assembly and Council of the League of Nations decided that the work previously carried on by the International Association for the Protection of Children should be entrusted directly to the League of Nations, and that the League's Advisory Commission on the Traffic in Women and Children should be reconstituted with an entirely new group of assessors to deal with Child Welfare problems. This was accordingly done and the name of the reconstructed Committee, which met for the first time in May, 1925, was changed to the "Advisory Commission for the Protection of Children and Young People," which was in turn subdivided into two Committees—the "Traffic in Women and Children Committee" and the "Child Welfare Committee." Both these Committees will meet at the same time of the year, one meeting immediately following the other. Delegates of various governments nominated by the League Council were named to sit upon both sections, and a group of assessors was separately named by the Council for each Committee. The Assessors were not government delegates but appointees representing national voluntary associations, from various countries. The Assessors originally chosen did not include any from North or South America. The League Council at its September meeting accordingly decided to ask the Pan American Congress of South America, the National Conference of Social Work of the United States, the Social Service Council of Canada, and the Canadian Council on Child Welfare, each to submit three names, representative of voluntary child welfare work in their respective countries, from which twelve names, one would be chosen as an additional Assessor. The International Federation of Trade Unions was also requested to nominate three names for an additional Assessor.

The executives of the Canadian bodies agreed to submit only three names altogether as it was felt this would greatly improve Canada's chance of obtaining the Assessorship. After circularizing their members, representatives of the two executives met in Toronto, and from the list of representative workers there submitted, three nominations were made to the League—Miss Charlotte Whitton, Secretary of the Council, Dr. Helen R. Y. Reid, Vice-President of the Council and Mr. D. B. Harkness, late Judge of the Juvenile Court, Winnipeg. In making these nominations both Canadian organizations made strong representations that the League Council should amend its previous Minute and provide not for one Assessor only from North and South America, but for three, one from Canada, one from the United States, and one from South America. The Child Welfare Council sent this recommendation direct to Dr. Riddell, Canadian Advisory Officer at Geneva, and to Dame Rachel Crowdy, Chief of the Social Section. It was felt that it was manifestly unfair so to limit the Americas' representation and so to hamper the Assessor by requiring thorough fa-

miliarity with such diverse work as Canada's, the United States' and South America's.

At the December meeting the League Council appointed three assessors to represent Canada, the United States, and South America. Charlotte Whitton, Julia Lathrop, and Senor Valdez Valdez of Chili, and one to represent the International Trade Unions,—Mlle. Helene Burniau, Brussels.

The Child Welfare Committee, as previously constituted, included:

Miss Eglantyne Jebb, Save the Children Fund International Union.

Dame Katherine Furse, International Organization Boy Scout and Girl Guides.

Dr. Humbert, League of Red Cross Societies.

Miss Eleanor Rathbone, Women's International Organization.

M. Henri Rollet, International Association for the Protection of Children.

The government delegates appointed by the League and acting on both Sections of the Commission are:

Don Pedro Sangro y Ros de Olano, Spain; M. Regnault, France; M. le Comte Carton de Wiart, Belgium; S. M. Harris, British Empire; Dr. Estrid Hein, Denmark; Miss Grace Abbott, the United States; Marquis Paulucci de Calboli, Italy; M. Yotaro Zugimara, Japan; M. Stanislas Posner, Poland; M. A. P. Commene, Roumania; Dr. Paulina Luisi, Uruguay,—

The Committee held its second session, the first at which the North American Assessors were represented in Geneva, from March 24th to April 1st, 1926. The agenda was necessarily a full one and much time had to be devoted to setting up the machinery of the Committee itself. It was evident that much time would be lost and misunderstanding arise unless provision were made for the co-operative study of those matters which interlocked with the interests and activities of other sections of the League. Consequently, the arrangement which had previously been entered into whereby representatives from the Health and Labour Sections sat with the Committee, were extended by the creation of a liaison sub-committee to consider and report as to the proper scope of all questions arising within the work of the Child Welfare Committee, which involved relations to problems under consideration by other sections of the League.

#### **Protection of Life and Health in Early Infancy.**

A special sub-committee was appointed to outline the work which might be undertaken in the protection of life and health in early infancy. On this sub-committee, Miss Lathrop, the Assessor from the United States, and the Canadian Assessor were also appointed.

The Sub-Committee decided that any work undertaken in this field would necessarily extend over a very lengthy period, and that the essential preliminary steps would require the preparation of information, as complete as possible, on the present situation in various countries. The report which was adopted by the Committee recommended that the Secretariat should collect and analyze the laws of the various countries relating to: (1) legal provision for pre-natal services; (2) legal provision for infant



welfare centres; (3) legal provision for the care of children in their own families, in institutions, or placed out in other homes. This inquiry is to be limited, in general, to the first twelve months of life, but will not exclude important legislation of wider scope, if essentially related.

#### **Legal and Technical Sub-Committee.**

Also, in view of the varied type of subjects under consideration and the technical difficulties inherent in some of them, it was decided that certain of the subjects should be referred to a special legal or technical sub-committee for examination and report at the next session. On this sub-committee, Canada obtained representation through the appointment of the Canadian Assessor.

This sub-committee met in Paris in May and your representative was able to attend.

#### **International Convention on the Assistance or Repatriation of Foreign Children.**

A draft convention had been submitted on this matter in March to which the Canadian assessor objected on several grounds, but principally because it was drawn from consideration of European conditions, and so was in almost entire conflict with Canadian law and practice. It was pointed out that as far as Canada and the United States were concerned, this question could not be separated from that of immigration and deportation but, in fact, was almost entirely such a problem. It was urged that Canada could hardly be expected to abandon a fairly satisfactory system of law and practice, built up after years of experience as a receiving country, for probable adherence to a proposal which had not been drawn with consideration of the problem as she found it. The further objection was advanced that immigration in Canada was a subject of federal jurisdiction, but the care of dependent or neglected children a matter of provincial relief. It was therefore extremely doubtful whether Canada could consider any arrangement which contemplated enforcement of relief, after a given period, to children abandoned within her territory. It was suggested that possibly worthy of study, as a tentative basis of agreement, would be the Canadian practice whereby domicile was acquired five years after legal entry to the country. Before that time the "immigrant" might be considered as subject to deportation or relief as the case might be. After that time, domicile had been acquired and automatically Canadian law applied. The necessity of obtaining the consent of the country of origin before resorting to deportation was not likely to be considered by countries, which were so largely receiving countries as Canada and the United States.

After lengthy discussion this matter was finally referred to the Legal and Technical Sub-Committee at their May meeting.

At this sub-committee meeting your representative pressed strongly for immediate reference of the matter to all countries concerned, in an effort to ascertain just how generally necessary and practicable such conventions or recommendations would prove. After some consideration, a draft questionnaire was prepared, which will be sent to the members of the committee only, asking them to make report thereon before the next meeting of the Commission. This questionnaire is accompanied by a brief and revised

draft convention. However, even in this revised draft, there are suggestions to which it is the opinion of your representative that Canada's social workers could not adhere without fundamental derangement of our present immigration regulations covering deportation, etc. For instance, the convention still contains the principle that repatriation can take place only with the consent of the country of origin. There are also similar clauses placing the cost of repatriation upon the country first making application therefor. In view of the fact that for a number of years Canada has not had to repatriate a single child from Europe and yet within three years has been forced to have 55 children repatriated to their own countries, it is evident that such a proposal would involve most fundamental readjustment in relation to certain clauses of our Immigration Act. It is, of course, true that the question under discussion is not one primarily of deportation and immigration, but of repatriation, but because of our trans-oceanic position, the question becomes one largely of immigration and deportation for us. Your representative, therefore, recommends that the Council should urge the establishment of certain minimum standards of child care and protection for international recognition, but that the working out of these should proceed along the lines of similar agreements among contiguous countries.

#### **Draft Convention on Execution of Judgments Abroad.**

At the meeting of the Child Welfare Committee, the Canadian and United States assessors urged consideration of the vastly different conditions prevailing in Canada and the United States, in contrast with the European situation in this problem, and therefore sought reference of the proposal to all countries concerned. This matter was also referred to the special sub-committee.

The action taken by the sub-committee on this question was exactly parallel to that taken in reference to the draft convention on repatriation. In this field, too, your representative feels that the same line of action should be followed of working out certain general minimum standards of child protection with the establishment of practical adherence thereto by groups of contiguous countries.

#### **Child Labour.**

An interesting report was presented from the International Labour Office on the ratifications of the Child Labour Conventions, and the reasons why certain countries have not ratified. Canada is placed in a most invidious position in this respect. There is hardly a province in the Dominion in which the existing laws on child labour are not of as high or higher standard than the Conventions themselves. Yet because we lacked provincial uniformity, in many cases attainable by minor amendments to the provincial statutes, Canada is classified with many non-European countries (Persia, China, etc.) in her standards of child labour, and Roumania, Poland and many of the European countries, who have not yet recovered from the war, are ranked high above us. The situation places Canada in a most unenviable light, and is due entirely to the lack of public interest in the matter.

Therefore the Section of the Canadian Council on the Child in Employment has published a special bulletin on the present status of law in the

various Provinces in relation to this question, and will make a special effort to obtain adherence by Canada to these conventions, this year.

### **Compulsory School Attendance.**

It was interesting to learn that practically every country was faced with the difficulties facing the province of Ontario at the present time, viz., the question of keeping at school the increased school population resulting from the higher age of admission to employment. Also, a peculiarly difficult situation has arisen as the result of some countries having ratified the Conventions without raising the school-leaving age to correspond. Mlle. Helene Burniaux (Belgium), assessor on behalf of the International Trade Unions Federation, made a strong plea on this aspect of the problem resulting in the Committee's endorsement of the following resolution:—

"The Child Welfare Committee having taken note of the report submitted by the International Labour Office on legislation relating to Child Labour, thanks the International Labour Office for this report, and recognizing the necessity of referring all questions relating to labour to the International Labour Office, expresses the hope that the latter will continue to make representations to the governments with a view to the ratification of International Conventions on the admission of children to labour by every country. It also draws attention to the fact brought out by the investigations of the International Labour Office with regard to the relation between the laws on school attendance and labour legislation, and emphasises the importance of extending the age of compulsory school attendance until the age fixed by the International Conventions as being the earliest at which children may be allowed to work."

This action was later approved by the League Council and Assembly.

### **Training of Adolescents.**

Few items aroused greater interest than this due to the almost universally arising problem of the practical training for agriculture, for the trades, etc., as well as for the professions of the increased and "higher aged" school population occurring wherever the school age has been raised following the adoption of the higher age for entering industry. Miss Lathrop made one of the notable addresses of the Session in supporting this item on the agenda and urging a special study of the whole problem on an inspiring scale. She urged that no such opportunity of contributing to our knowledge of and provision for the needs of the normal child had ever arisen. She crystallized a suggestion sent forward from Canada for such a study in the following resolution:

"It is proposed to authorize an enquiry into the special field of education for adolescents, the methods employed therein, and its relation with the normal family and social life of the adult.

"It is proposed that in all the Committee's deliberations special attention should be paid to the relation between the life of children in agricultural districts and the education they receive in preparation for the normal family and social life of the adult."

The Committee referred the matter to the Liaison Sub-Committee in the following words:—



"The attention of the Committee having been called to two questions set out in the resolution of Miss Lathrop, it asks the Liaison Sub-Committee to consider if, and how far it would be practicable and desirable to make inquiries into these subjects and to present a report for consideration next year."

Very unfortunately, your representative considers, from the point of view of Canadian and United States' interests in the matter, the United States Assessor, Miss Lathrop, has decided to withdraw her proposal for an intensive study of this problem. There is small doubt in your representative's mind that this proposal gave greater promise of yielding a practical contribution to our Child Welfare Problems than almost any other item which came before the Committee for attention. For that reason, every support possible was given to our United States colleague in pressing for consideration of the questions involved. Therefore, your representative, must reluctantly concur in withdrawal of this question from consideration, if Miss Lathrop so recommends.

### **Motion Pictures.**

One of the most interesting discussions took place on the effect of the cinema in relation to the mental, moral and physical well-being of the child. It was interesting to note that on probably no other question was there such general interest and agreement of opinion. Canadian opinion on this question was keenly sought, as all the Dominion, except Prince Edward Island (where probably less than one per cent. of all our pictures are shown) has legal censorship, as against only seven or eight states of the United States. With her eight different Censor Boards attempting to censor at some approach to a common standard, Canada has attempted in miniature something of what the League Commission visualizes for the world as a whole. There seemed to be entire agreement in the Committee on the necessity and efficacy of censorship. It was urged on the Committee that from Canadian experience censorship should not be looked upon as the panacea. In the end, its standards are dependent on the standards of public opinion, and public opinion must be educated not to the condemnation and suppression of the bad alone, but to the endorsement and active support of what is clean and decent. The system which the Child Welfare Council is attempting at present of the publication of a "white list" of good pictures aroused great interest and commendation.

The Committee made a lengthy pronouncement on the whole subject:—

"The Advisory Commission recognizes on the one hand the attraction and importance of the cinematograph in certain circumstances from the point of view of the healthy recreation, instruction and education of children and young people, but it is convinced, on the other hand, that the abuse of the cinema has definitely harmful effects upon the minds of children and young people, and, according to certain medical authorities, upon their nervous system and physical health.

"The Advisory Commission, appreciating the interest felt by the International Institute of Intellectual Co-operation in the question of the cinematograph, desires to assure it of the importance which the Commission itself attaches to the question from the point of view of the normal and in-

tellectual development of children and young people, and requests it to devote special attention to the co-operation of all concerned, in the production, circulation and utilization of good films.

"The Advisory Committee recommends:

"1. That in each State offices for control or preliminary censorship should be established, whose decisions would be enforced by fixed penalties, with a view to preventing the exhibition of demoralizing films; educationists and parents should, so far as possible, be represented in these offices.

"2. That all possible means should be employed to encourage the exhibition and the international exchange of films calculated to promote the intellectual, moral and physical education of children and young people.

"3. That an international understanding should be entered into by the various national offices with a view of communicating to each other the decisions adopted and the penalties imposed in their respective countries, and that such understanding should eventually be extended by means of international agreements to prevent the circulation and use of demoralizing films.

"4. That each State should prescribe the necessary measures of hygiene and security in connection with the ventilation, the cubic capacity, the exits and emergency exits of cinema theatres, and should take steps as soon as possible to prohibit the exhibition of inflammable films."

On the presentation of this report, the League Assembly expressed the wish that the Committee should actively pursue the inquiry into the effect of the cinema on children, with a view to the presentation of a report, for the information of the different governments.

The value of suitable recreation in the treatment of physically and mentally defective children and in the rehabilitation of the delinquent child was especially stressed. Possibly most important from Canada's point of view, at the present time, was the emphasis placed on the relation between town-planning and certain of the problems of child welfare. Expression was given to this opinion as follows:—

"The Committee recognizes the necessity for recreation in the lives of children and young people, providing as it does for their good health both mentally and physically, and resolves to keep this question on its general programme.

"The Committee also appreciates the serious difficulty in providing recreation for young people which is caused by insufficient provision of spaces, both open and covered, in many places. Amongst other disadvantages there is the danger that the children are driven to seek their recreation in the streets, public places, or in places of entertainment which may not always provide for their best physical and moral development.

"The Committee therefore would desire that in all future town planning or improvement schemes provisions should be made for spaces both open and covered, as well as for swimming baths."

Upon the presentation of this section of the report to the Assembly, while giving recognition to the matter of Recreation in the Life of Children

and Young Persons, and approving its continued study by the committee, the Assembly felt that the subject should be confined to "the comparative study of those aspects of the subject on which the comparison of the methods and experiences of different countries . . . and international co-operation" might be likely to assist the governments in dealing with these problems.

#### **Juvenile Courts.**

The question of the care of the delinquent child, especially the delinquent adolescent, and of the apparent increase in the breakdown of home discipline, had been sent forward through the Canadian Council on Child Welfare by the Association of Child Protection Officers. The Canadian assessor supported the proposal of the delegate from Great Britain to approach this problem first by obtaining some synopsis of the present situation in various countries. Accordingly the Committee decided to ask the Council of the League "to instruct the Secretariat to collect information and to report to the Committee as to the scope and composition and practice in various countries of the judicial tribunals or other special bodies which deal with cases of children and young people.

When this preliminary study is sufficiently advanced, such enquiries as may be necessary will be made on the spot, on lines to be laid down by the Committee."

#### **Further Action.**

Unfortunately, when this matter was reported to the League Council, the rapporteur stated that in view of the fact that the International Prison Commission was contemplating a general inquiry into this subject, he proposed that decision should be reserved as to instructing the Secretariat to make this study, until after the Secretary-General of the League had reported to the Assembly on this matter, of the study undertaken by the International Prison Commission.

Upon receipt of intimation of this action, your representative immediately took the matter up with the Canadian Government because the whole attitude of considering the question of Juvenile Delinquency and Juvenile Courts as a penology problem was, she felt, repugnant to the whole attitude of Canadian Child Welfare work and legislation in this field. This point of view was strongly concurred in by the Acting Prime Minister, Sir Henry Drayton, who immediately communicated with the Canadian representation at the Assembly,—Sir George Foster, Sir Herbert Ames and Dr. Riddell,—along these lines. This point of view was sent forward by Sir Henry Drayton in a communication under date of August 31st, as follows:—

"The assumption underlying this action by the League Council, that Juvenile Courts are to be treated as a branch of prison and criminal administration, is one which neither the Governmental authorities nor the Child Welfare workers of Canada could accept. The principle underlying the development of Juvenile Courts in Canada, and I may say that the same attitude is taken throughout the United States, is that the juvenile delinquent is not a criminal, and that it is not the punitive services of the ordinary penal system upon which reliance for his treatment should be placed.

Section 31 of the Canadian Juvenile Delinquents' Act clearly summarizes Canadian opinion on this subject as follows:

"Section 31. This Act shall be liberally construed to the end that its purpose may be carried out, to wit: That the care and custody and discipline of a juvenile delinquent shall approximate as nearly as may be that which should be given by its parents, and that as far as practicable every juvenile delinquent shall be treated, not as a criminal, but as a misdirected and misguided child, and one needing aid, encouragement, help and assistance."

I may add also the following extract from the programme and statement of aims of Canadian Child Welfare workers adopted last year:

"Extension of the juvenile court system to every part of Canada and education of the public to a recognition of the fact that, while it is a part of the system of justice and legal discipline, it is essentially a behaviour clinic and community agency for juvenile rehabilitation."

In the opinion of Child Welfare Workers here, an opinion which is shared by the public authorities, it would appear to be a grave mistake to treat the problem of Juvenile Courts as a matter of prison administration and discipline, rather than as a child welfare and social problem. Under these circumstances, I should appreciate it if you could see that the Canadian point of view on these matters is given full consideration by the Fourth Committee and Assembly, and if need be by the Council, before definite action is taken."

In September, the representative of the British Empire reported to the League Council that upon inquiry it was found out that the International Prison Commission report had been going on for some time and that replies had already been received to a questionnaire issued by them. In these circumstances, the League Council considered that it would be undesirable to instruct the Secretary-General to take action which would duplicate the inquiries already made by the International Prison Commission, but he suggested that an effort should be made to co-ordinate the action of the two bodies in this matter. The League Council, therefore, suggested that the Secretary-General should ask the Prison Commission to send him copies of the replies they receive for the information of the Child Welfare Committee and that, further, that he should suggest to the International Prison Commission that when a sufficient number of replies had been received, there should be a consultation between the Child Welfare Committee and the Commission, to consider whether the information obtained should be amplified or supplemented in any manner and in what form the results of the inquiry should be finally published. The League Council felt that only if the Prison Commission should be unable to agree to this proposal, would they then suggest that the Secretary-General should take the action recommended by the Child Welfare Committee.

When the Assembly met, the point of view sent forward by the Canadian Government, at the request of the Canadian Council, was strongly urged by the Canadian delegates, with the result that the Assembly passed a resolution admitting that the inquiry into Children's Courts could be most suitably undertaken by the Child Welfare Committee, but that considering all the circumstances, the Assembly agreed with the course proposed to be taken by the Council.



Your representative feels that much information of value will likely be received through the International Prison Commission's questionnaire but that having regard to the differing points of view in regard to this question held by the two different groups, the amount of what might be called "social material" that will accrue from the study will not be of the same benefit to Canadian social work as would likely have been the case had the matter been undertaken primarily as a social study rather than a penological one.

### **Alcoholism.**

The discussion on the relation of alcoholism to child welfare at the League Commission was doubly interesting,—interesting because precipitated by Europeans, and interesting because of the apparent unanimity of opinion that alcohol and child welfare could not "mix." The Committee had previously asked for a report on the subject from the International Anti-Alcoholism Bureau at Lausanne. On motion of the honourable delegate from Poland, Senator Posner, the following resolution was passed:—

"The Advisory Commission, having noted with a deep sense of gratitude the report of the International Anti-Alcoholism Bureau, and being profoundly impressed by the dangers of this evil to the physical health and intellectual and moral development of children and young people,

"(1) requests the Council to ask the Governments to protect children and young people from this danger by every possible means;

"(2) requests the philanthropic associations to do everything in their power to bring this danger to the knowledge of the public (parents, clergy, teachers, press, etc.), and to educate children and young people themselves to a sense of this danger:

"(3) requests the Secretariat to remain in communication with the Lausanne Bureau with a view to supplementing the information already obtained.

"The Committee agreed that the question should be placed on the agenda of a later session."

When this question went forward to the Assembly, consideration was postponed in view of the fact that a resolution on Alcoholism and its General Effects was already before the Assembly and it was felt that action should be deferred on this resolution until the conclusion of the investigations into the general problem of Alcoholism.

### **Family Allowances.**

A special report had been submitted to the Committee at its request, on the value of family allowances where they had been tried. This system of augmenting wages by special allowances based on the size of the workman's family is entirely unknown in the practice of Canada and the United States. It has been the subject of some experiment since the war, in Europe however and has been recommended as one of the possible lines of solution, by the British Coal Inquiry Commission in their momentous report. The Committee did not feel that it could yet express itself on the results of this method of social assistance, but did admit that there would seem to have been a reduction in the infant mortality rate of the groups,



under such equalization funds. The system being entirely foreign to present Canadian and United States practice will doubtless arouse considerable interest among social workers on this side of the water.

The continuance of study into this matter was approved by the League Assembly.

#### **Age of Consent and Legal Age of Marriage.**

At the request of the delegate from Uruguay, the Secretariat of the League had made a special study of the laws referring to the age of consent and the legal age of marriage in the various countries with a view to discovering, if possible, the relation between such legislation and the protection of young persons. The study will be completed, it is hoped within the year.

#### **The Blind Child.**

The International Committee for the Welfare of the Blind will be asked to submit a report on the best methods of the care and education of the blind child for inclusion in the agenda of the next session. To this study, Canada should be able to contribute something of value, due to the excellent work of the Institute for the Blind, the Provincial Schools and the special work for Halifax children blinded by the war explosion.

#### **Canadian Questions Introduced at the Committee.**

Previous to your representative's departure for Geneva, on the instructions of the executive all the national organizations within the Council, were circularized in an effort to obtain information as to any questions which they wished sent forward for inclusion in the Committee's deliberations. As a result of this questionnaire and subsequent consideration of the replies received by the Council, the following items were sent forward for inclusion in subsequent agendas of the Child Welfare Committee:—

#### **Suggested Items for Inclusion in the Agenda of the Child Welfare Committee of the League of Nations.**

1. Inquiry re the causes of the apparent increase in maternal mortality and the most effective measures employed to combat it.
2. Inquiry re the best methods of combatting malnutrition (1) in the prenatal, and (2) in the pre-school period.
3. Discussion of the basis of international agreement on the movements of juvenile immigrants unaccompanied by parents or relatives from country to country.
4. Discussion of the whole question of the custody of offenders between the ages of 16 and 21 years.
5. Inquiry re the most adequate methods of treatment of the feeble-minded child.
6. Inquiry re the promotion of legislation providing for the education of adolescents and adaptation of school curricula to meet their needs.
7. Inquiry re the efficacy of the visiting teacher movement in primary age school attendance of children shut off for any cause from ordinary educational facilities.
8. Training of children in health habits.

9. Methods of treatment and education of the crippled child.

10. Discussion of the necessity of religious education as the basis of moral training of the child.

The Committee very generously consented to place these questions on this year's agenda with the exception of Item 10, over which considerable controversy arose. Your representative contended that in suggesting that this item be placed on the agenda, the Canadian organizations did not contemplate religious instruction as education in systematic theology and dogma, etc., but rather the whole question of the relation of the moral training of the child to his spiritual and ethical beliefs. She explained to the Child Welfare Committee that in view of the fact that biological education in relation to moral training had appeared on the agenda in the call to the Committee, that certain Canadian Child Welfare interests felt that this question of biological education could not be pressed unless it were related to the Spiritual and Moral Training of the Child as well. However, in view of the discussion which had arisen as to the possible misunderstandings which might accrue, she was willing to withdraw this item from the agenda. This action was taken.

It is worthy of comment that at the meeting of the League Assembly in September it was requested that the Committee's study of Biological Education in Relation to Moral Training be deferred.

Seven of these resolutions were sent forward to the Liaison Sub-Committee on Resolutions by your representative, as follows:—

**Re Maternal Mortality.**

"In view of the fact that this resolution is sent forward to this Committee, not only because of its relation to the problem of infant mortality, but principally because Canada is not represented on the Health Committee, the Committee refers the question of maternal mortality to the attention of the Health Committee for its consideration and action."

**Re Malnutrition in the Pre-Natal and the Pre-School Period.**

"In view of the fact that the representative of the Health Section has reported that that Section is now engaged on a study of infant feeding in relation to infant mortality:

"The Committee recommends that this item be deferred for consideration until such time as this report of the Health Committee is available for members of the Child Welfare Committee."

**Re the Movement of Juvenile Immigrants Unaccompanied by Parents or Relatives:**

"In reference to the proposed discussion of the basis of international agreement on the movements of juvenile immigrants, unaccompanied by parents or relatives, from country to country.

The Committee recommends that this item be not considered now but that it be placed on the agenda for discussion next year, and, in the meantime, the Committee requests the Council to instruct the Secretariat to prepare memoranda covering the most important experiments now in process in this field."

### **Re Efficacy of the Visiting-Teacher Movement.**

"The Committee requests the Council to invite the Committee on Intellectual Co-operation to co-operate in reporting what information is available on the efficacy of the visiting teacher movement in primary-age school attendance of children shut off for any cause from ordinary educational facilities. The Chairman of the Child Welfare Committee, in consultation with the Secretariat, should decide, on the basis of this reply, whether this item will be placed on the agenda of next year's session of the Committee.

### **Re Training of Children in Health Habits.**

"In reference to the question of training children in health habits, the Committee recommends that, in view of the fact that the Sub-Committee on Life and Health in Early Infancy has reported on the initial steps in a comprehensive study of the life and health of children, and that the Health Committee has undertaken most comprehensive studies on early life, in many relations both social and economic, this item be deferred for consideration and enquiry until such time as it may naturally arise in connection with results of the reports on these subjects."

### **Re Methods of Treatment and Education of the Crippled Child.**

"In reference to the question of the methods of treatment and education of the crippled child, the Committee requests the Council to invite the Health Committee and the Committee on Intellectual Co-operation respectively to co-operate in reporting on what information is available on this subject; the Secretariat, on the basis of these replies, should decide whether this item will be placed on the agenda of next year's session."

The discussion of the question of the custody of offenders between the ages of 16 and 21 years, your representative considered would be included in the Juvenile Court study proposed by Great Britain.

The question re the promotion of legislation providing for the education of adolescents and adaptation of school curricula to meet their needs, your representative considered would be covered by Miss Lathrop's resolution.

### **SUMMARY.**

In the resolutions of the Fifth Committee of the Assembly, adopted September 25th, 1925, the following statement occurs:—

"The Assembly expresses its approval of the work accomplished by the Advisory Commission for the Protection and Welfare of Children and Young People. It desires, at the same time, to emphasize the view expressed in the resolution of the Fifth Assembly in regard to child welfare, that "the League can most usefully concern itself with the study of those problems on which the comparison of the methods and experience of different countries, consultation and interchange of views between the officials and experts of different countries and international co-operation may be likely to assist the Governments in dealing with such problems. The Assembly therefore hopes that the Commission will not lose sight of the limits of its competence as thus defined."

When the Child Welfare Council and the Social Service Council of Canada were given the privilege of nominating for an Assessor to sit from

this country on the Child Welfare Committee, your representative believes that they did so, accepting the wording and spirit of this clause. Certainly, having regard to conditions in this country and the United States and to the standards and study of our Child Welfare work, Canada's participation, at the cost of considerable time and money to these two Councils, would be of practical value and justified only if there can be full and useful "study of those problems on which the comparison of the methods and experience of different countries, consultation and interchange of views between the officials and experts of different countries, and international co-operation may be likely to assist the governments in dealing with such problems."

Unless the discussion, investigation and publications of the Child Welfare Committee can be carried on with the freest and fullest of national comparisons, and sincere and unbiased issuance of the results of these discussions, expressed in minimum standards on child care, it is doubtful whether Canadian Child Welfare Work at this present stage is justified in assuming the heavy burden that the honour of participation in the Child Welfare Committee involves.

Reading the terms of the above statement of the Assembly of 1925, in the spirit in which we accepted representation, one is struck with the fact that it is only by national consideration and discussion which must involve matters of national concern to the countries represented, that we shall ever work to international knowledge and action along these lines. It is therefore a matter of grave concern that at the Council of the League held after the recent meeting of the Committee in the report of the rapporteur, the following words occur:—

"Child Welfare is not primarily a matter for international action and, as the resolution of the Assembly indicates, the purposes which the League can serve in this direction are limited. Child Welfare is a vague term which may be held to include a large number of widely different subjects, and it is not unnatural that the Committee faced with so wide a field of investigation should be tempted to transgress at times the limits fixed for its activities by the Assembly. The Committee, which includes a number of men and women who are keenly interested in these problems, has evidently given a great deal of time and attention to the matters before it and has produced an interesting report. But some of the subjects dealt with in that report seem to be matters of national, rather than international concern, and outside the scope of the Committee as defined by the Assembly. Such for instance is the desire expressed by the Committee in connection with Recreation that "in all future town planning or improvement schemes, provision should be made for spaces, both open and covered as well as for swimming baths." These subjects are certainly of high importance but they do not call for international regulation. There would seem to me to be danger for the League in thus invading the purely national sphere of its Member States lest those States should be indisposed by the interference and the real purpose of the League be obscured."

It is obvious that many of these matters certainly will not be subject to international regulation, but your representative feels that if they are not to be subject to international study and discussion, immediately, the sphere of usefulness of the Child Welfare Committee has contracted to such a great degree that it may be necessary for us to examine carefully the ade-

quacy and efficacy of representation therein from the point of view of the Social Work and Child Welfare efforts of Canada and the United States. Your representative is inclined to feel that there is the greatest need, (if international regulation is to be attempted by convention and recommendation in many fields of Child Welfare where action must be primarily national), that there be clear differentiation between international regulation by such conventions or recommendations on the one hand and the establishment on the other hand of non-obligatory standards, principles and ideals in this field, set up from the experience of differing civilizations and countries, as principles towards which child care and protection might advance in the various countries, in full recognition that peculiar circumstances and conditions prevail within those countries.

Your representative therefore concludes this section of her report with the recommendation that an effort should be made this year to obtain a clear definition of the Child Welfare Committee's scope of activities, investigation and study, in order that we may clearly understand what opportunities are afforded and what obligations imposed by participation therein.

All of this report is respectfully submitted for your consideration and adoption,

CHARLOTTE WHITTON,  
Executive Secretary.

#### **TREASURER'S REPORT.**

The Treasurer's Report was presented by Mme. Tessier, as follows:  
**Financial Statement, Canadian Council on Child Welfare.**

September 24th, 1925 to September 30th, 1926.

#### **RECEIPTS.**

Annual Meeting and Conference, 1923 .....	\$ 416.99
Dominion Government Grant .....	1,250.00
Donations (including \$2,700 given in 1925-6) .....	4,376.33
Exchange .....	.80
Interest .....	291.33
League of Nations Joint Representation (Contribution of Social Service Council of Canada) .....	230.00
Membership .....	623.42
Medical History Cards (Sale) .....	10.00
Postage (Remittances) .....	7.32
Printing and General Publications (Sale) .....	46.84
Travelling (Contributions towards expenses or honorarium to speaker) .....	149.60
	<hr/>
	\$7,402.63
Deficit on year's operations .....	2,055.54
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	\$9,458.17



## DISBURSEMENTS.

Annual Meeting and Conference .....	\$ 257.22
General Publications :	
Bulletin .....	632.80
Conference Proceedings .....	495.95
Printing and General Publications .....	489.84
Special Activities of Sections :	
Medical Health Forms .....	171.04
Record Forms (Published by Section IV.) .....	117.79
French Section .....	50.00
Pre-Natal Letters .....	600.20
Extension and Campaign Work .....	72.76
Office Administration :	
Contingencies .....	301.66
Equipment, including purchase of office furniture .....	207.55
Exchange .....	1.96
Express and Freight .....	16.63
Library .....	53.04
Postage .....	235.00
Stationery and Office Supplies .....	209.46
Subscriptions and Fees .....	27.60
Telegrams and Cables .....	232.06
Telephone .....	71.99
Rent .....	483.26
Staff :	
Permanent .....	3,940.00
Temporary .....	99.74
Travelling .....	228.66
League of Nations, Joint representation at .....	461.96
 Total .....	 \$9,458.17
 Reserve :	
(Accumulated 1920-25) .....	\$11,030.75
Deficit on 1926 Operations .....	2,055.54
 Balance in Reserve .....	 \$8,975.21

The Council's Accounts have been Audited and found correct by Geo. H. Abbott.

Oct. 20th, 1926.

Respectfully submitted,

FRANCES B. TESSIER,  
(Mme. Jules Tessier).

*The Treasurer's Statement was adopted on motion of Mme. Tessier,  
seconded by Mme. Marchand.*

## THE REPORT OF THE WAYS AND MEANS COMMITTEE.

This report was presented by the Convener, Dr. Helen R. Y. Reid, as follows:

The Ways and Means Committee beg to report receipt of 41 individual subscriptions since September, 1925, amounting to \$1,673.33. At the time of the Conference last year, campaigns by letters signed locally were being conducted in the Maritime Provinces and Saskatchewan and Alberta. That these campaigns did not prove very effective is seen when we note that only two subscriptions were received from the Maritime Provinces (\$5 and \$40) and two from Alberta (\$100 and \$20). The Toronto campaign was postponed for several reasons; 22 of the 41 subscriptions came from Montreal (\$1,221.33), these being for the most part continuation of promises given for three years' continuous support. Seven subscriptions from Ottawa totalled \$155.00; six from Hamilton, \$85.00; while Quebec sent one of \$50.00. Efforts have been made during the year to place responsibility on local committees and on local members of the executive and the President and Secretary have generously supplemented the work of your convener in this direction. I thank all those who have helped us in the preparation of lists of selected names and in collecting this money. For next year we hope to raise \$4,500.00 with responsibility distributed provincially as follows:

Alberta .....	\$ 250.00
British Columbia .....	350.00
Manitoba .....	500.00
Maritimes .....	200.00
Ontario .....	1,500.00
Quebec .....	1,500.00
Saskatchewan .....	200.00
	<hr/>
	\$4,500.00

Changes have occurred since last year which should make such a collection possible. The first of these is the increasing prosperity and optimism throughout the country. Three bumper harvests, prospects of a stable Federal Government together with certain improvements in the European situation augur well for the future. The second change also of great importance is that we now have a permanent Secretary who is able to give service in many ways of great value to organizations and individuals. This naturally carries with it a slow but healthy education in Child Welfare principles and in the work and value of our Council. Your Committee think therefore that there may well be included in our Ways and Means not only membership fees, individual subscriptions and Federal Government grant, but also grants or donations from provinces, from national and other sources and from organizations for whom we may be able to do a piece of special work. Some of these, indeed, are already recorded in the item of donations, in the Treasurer's report.

The following Budget is presented for 1926-27:

## BUDGET, 1926-27.

Salaries .....	\$5,300.00
(Providing for an extra worker).	
Rent .....	500.00
Travelling .....	750.00
Printing and Publications .....	2,200.00
Research .....	1,000.00
Extension .....	500.00
Joint Representation at the League of Nations .....	500.00
Contingencies (including all equipment, stationery, postage, telephone, telegrams, etc.) .....	750.00
 Budget, 1926-27 .....	 \$11,500.00
To meet this expenditure we contemplate the renewal (if not an increase) of the Government Grant .....	\$5,000.00
A trebling at least of our membership .....	1,500.00
Voluntary contributions, donations from organizations, etc.....	4,500.00
and	
Receipts from all other sources and special work.....	500.00
	<hr/> \$11,500.00

Further consideration is being given to the suggestion made in last year's report re the appointment of an Advisory Finance Committee. This has not been urged up to date as it seemed wise to test out first the interest and ability of our members. Your convener would welcome constructive suggestions in all these and other points and begs to remain,

Yours respectfully,

HELEN R. Y. REID.

*This report was adopted on motion of Dr. Reid, seconded by Mrs. Jean Muldrew.*

### Re Dominion Government Grant.

Several members spoke in reference to the urgency of impressing upon the Government the need of renewing their annual grant, in view of the deficit on this year's operations. The Reserve had been accumulated through private donations, and by utilizing a great amount of voluntary work in the past. It was felt that it would be most unfortunate, if this year's work should have to be contracted through the possibility of another deficit.

## THE REPORT OF THE CHILD HYGIENE SECTION, 1925-26.

This report was presented by Dr. Grant Fleming, Chairman, as follows:

This section has as its main object the support of the Federal and Provincial Health Departments. It might be said that all other objects, such as surveys of and research into special phases of child hygiene are essentially for the purpose of assisting in the development and support of state responsibility in regard to Health.

The authorities are aware of the desire of the Council to be of every assistance within the limits of their staff and budget. Tangible evidence of this is seen in the following:—

1. Publication and distribution of pre-natal letters. By arrangement, and with the approval of all Provincial Departments of Health, the Council has carried on publicity in the Canadian press, circularizing over one thousand publications regularly in reference to this service. Two of the Provinces—British Columbia and Saskatchewan—were already publishing their own letters. Two others—Ontario and Quebec—requested that the Council both publish and distribute. The remaining five asked that the letters be printed on their own letterheads. This means that in all Provinces, the Council carries publicity and refers all cases to the Provincial departments, excepting in Ontario and Quebec as explained.

That there exists a demand for such pre-natal letters is evidenced by the fact that they were offered only on March 1, 1926, from which date, up until September 30, there have been requested:—

- 2,500 sets in English by Provincial Departments;
- 250 sets in French by Provincial Departments;
- 640 sets in English by individuals or physicians;
- 1,018 sets in French by individuals or physicians.

2. Publication of patterns for Layettes and for Abdominal and Hose Supports. Growing out of the pre-natal letters has come a demand for certain patterns.

3. Well Children's Examination Forms—Physicians' Use. The Council has published a form for the recording of examinations of well children. This was done, first of all, as part of a general campaign to encourage routine health examinations, and secondly, to provide a form which is an essential part of such examinations. This form is suitable for use by physicians in clinics or in their private practice. It is intended to circularize all physicians, sending a sample copy to each.

4. Well Children's Examination Forms—Nurses' Use. To supply the demand for a form to be used in mothers' conferences (i.e. where there is a Public Health Nurse, but no physician), it is proposed to publish a modified form of the one printed, which will be suitable for such conferences.

5. Two Statistical Charts, one on Infant Mortality in Sixty Canadian Cities, one on Classification of Infant Deaths have been published, in poster size.

6. Educational. There is a demand for posters, health booklets for children and diet folders.

Plans are well advanced towards doing something in regard to the first two, and it is hoped to collaborate with the Canadian Public Health Association concerning diet folders.

The Council's interest in Mental Hygiene is, of course, similar to that of the Canadian National Committee on Mental Hygiene. The Council has therefore worked with and supported the National Committee. It is hoped to issue some joint publications on Habit Training of Children. Special arrangements have been made possible whereby Dr. J. G. Mackay of the National Committee will contribute to the Conference programme on the subject of the control of reproduction among the feeble-minded, concerning which subject the Council has, by resolution, expressed its interest.

The Council has continued to collect facts concerning the location of handicapped children and to study educational facilities for this group.  
**Recommendations for 1926-27.**

1. Completion of work in hand;
2. Publication of results secured by special classes for the handicapped in Canada;

Respectfully submitted,

(Sgd.) A. GRANT FLEMING, M.B.,  
Chairman, Section on Child Hygiene.

*This report was adopted, on motion of Dr. Fleming, seconded by the Bishop of Ottawa.*

#### **Calgary Council on Child Welfare Request.**

In presenting his report, Dr. Fleming moved also the reference of a request from the Calgary Council on Child Welfare, re a national programme for the Care of the Mentally Defective Child to the Resolutions Committee, for further reference to the Canadian National Committee on Mental Hygiene.

#### **Dominion Department of Health—Milk Pasteurization.**

Dr. Fleming also moved an expression of appreciation to the Dominion Department of Health for its excellent new publication on "Milk Pasteurization in Small Communities."

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#### **REPORT OF THE SECTION ON THE CHILD IN EMPLOYMENT, 1925-1926.**

Presented by the Secretary in the absence of the Chairman, Judge MacGill.

The standards adopted last year in this field were as follows:

- (a) The minimum age for permanent gainful employment during the school year of either sex shall be fifteen years.
- (b) Night employment shall be prohibited for persons under eighteen years of age.
- (c) Employment of persons under twenty-one years of age in dangerous, unhealthy or hazardous occupations shall be prohibited.
- (d) Persons under eighteen years of age shall not be employed more than eight hours a day or forty-four hours a week and shall have a rest period of one day in seven. Hours spent in continuation classes shall be counted as hours of labour.

These standards are all recognized in the International Child Labour Conventions. The Council therefore plans to devote its energies in 1926-7 towards obtaining the adherence to these Conventions from the Canadian Provinces and ultimately adherence by Canada. To this end, considerable attention has been given to the preparation of a special report on the present status of Canadian Provincial law on these subjects. A schedule of the changes necessary in each province to make ratification possible has also been prepared for the information of co-operating groups. Every organization within the Council will be especially urged to give some attention to this matter, this year.



(c) Minimum wage regulations shall apply to all persons of both sexes up to eighteen years of age.

This resolution was brought to the attention of the responsible Minister in each Province where Minimum Wage Regulations are in force, with fairly satisfactory results.

In Alberta—The Prime Minister, The Hon. J. F. Brownlee, introduced an amended Factories' Act, providing for the application of minimum wage regulations for male workers in certain industries.

In British Columbia—At the Conference of the British Columbia Minimum Wage Board, of which your Convener is a member, held August 29th, 1926, at the Court House, Vancouver, on the Minimum Wage in the Fruit and Vegetable Industry, the wage for the "inexperienced" whether over or under eighteen years of age was fixed at \$11.00 a week for a forty-eight hour week with 30c an hour after the tenth hour in a day. The "inexperience period" was also shortened from three months to **two months**, while there is, as before, a limit on the emergency period during which very long hours may be run for ninety days. The unfortunate discrepancy, however, still remains between the Factories Act, so that a Factory Inspector, in spite of the gazetted orders of the Government Minimum Wage Board, may give a permit during the berry and fish seasons, when all the limitations as to children and young girls and upon the hours of opening and closing of the factory are not binding on the employer.

Notwithstanding the fact that Conferences are advertised; that the Orders are based upon public recommendations from the employers, employees and the representatives of the Public and are held by a duly constituted Government Board and gazetted, we are advised that since this authority is given the Factory Inspector by statute, no Order of the Board can hold against such a permit. The deplorable effects of this clause constantly crop up. Many witnesses at this Conference, as at the previous ones, stated again and again that they had worked for fourteen or fifteen hours beside girls, twelve and fourteen years old.

I would therefore again recommend that British Columbia and Nova Scotia Provincial Governments, which have this lapse in their Child Labour Laws, be urged to eliminate this Section and fix the age for entry into any industry at fifteen years of age, without relaxaxtion below this age for any reason.

It should be explained that this would still not include either domestic or farm labour. Such a proposed amendment would not in any way interfere with that class of labour.

In Manitoba—Only an acknowledgment of the resolution was sent forward, but during the year, amendments giving effect to the principles of this resolution were passed.

In Quebec—As the Legislative programme for the year had been concluded, the Prime Minister, the Hon. L. A. Taschereau stated that consideration of legislative changes would have to be postponed until 1926-7.

In Saskatchewan—The Commissioner of Labour and Industries agreed to bring this recommendation before his Minister for consideration in the preparation of legislation for the 1927 session.

In Ontario—The Minister of Labour, the Hon. Forbes Godfrey stated that he was planning a survey of the situation in this matter and would not care to declare his policy until this was completed.

It would appear that in this field the Council should continue its educational efforts in the coming year, and especially attempt to enlist the sympathy of provincial agencies in approaching their respective governments.

In 1925, the Council recommended "Investigation into aims and methods of juvenile employment divisions and vocational guidance bureaus in Canada, the United States and elsewhere, with a view to development of the most effective services in these fields."

It was ascertained, early in the year, that Mr. A. W. Crawford, Director of Technical Education in the Dominion Department of Labour, was prepared to make a preliminary survey on the extent and nature of apprenticeship in the Dominion. Such co-operation, (of a very informal and general nature), as was required at the early stage in the study was offered. Several hundred copies of Mr. Crawford's Bulletin on Vocational Guidance were obtained and mailed to our membership.

It would appear that the most efficacious work, in obtaining this objective, can be done in the closest collaboration with Mr. Crawford, and your convener would recommend that the officers of the Council in Ottawa proceed along these lines.

**Special Activities:**—Your convener in collaboration with the central office directed a protest against a proposed amendment to the Ontario Adolescents School Attendance Act on the ground that the proposed change viz., rendering it obligatory to attend school certain hours, after work hours—would be prejudicial to the entire child labour programme of the Dominion. The details of this matter are covered in the Secretary's report.

Respectfully submitted:  
(Sgd.) HELEN GREGORY MacGILL,  
Convener Section on the Child in Employment.

*This report was adopted on motion of Mrs. J. A. Wilson, seconded by Mr. A. W. Crawford.*

Mr. Crawford, speaking to the report stated, that the preliminary survey into apprenticeship in Canada was now almost complete, and that he then hoped to make a detailed survey, in which he would like to have assistance from the Council.

The Secretary spoke in strong support of the recommendation for special work, this year, in an effort to obtain adherence by Canada to the Child Labour Conventions.

Mr. Tom Moore supported the latter appeal, and urged its special consideration by the Resolutions Committee.

## REPORT OF THE SECTION ON EDUCATION AND RECREATION, 1925-1926.

The Report of the Section on Education and Recreation was presented by Miss Dykeman, the Chairman, as follows:

Resolutions of the Annual Conference of 1925 adopted certain aims on education and recreation for children subject to the right to enlarge or modify this statement of programme at any annual meeting. They are as follows:—

1. (a) To extend the technical school system.

(b) To obtain compulsory school attendance for at least nine months of the year by every pupil from 7-15 years of age.

(c) To establish under trained supervisors recreational facilities for all children twelve months of the year.

Activities in the past year have been confined to general propaganda in articles and addresses along the lines here indicated, with special efforts to give assistance of a specialized type when requested. For instance, special enquiries and reports have been furnished on request, on playground equipment and management, and on the organization, equipment and management of fresh air camps.

In the field of effort towards obtaining compulsory school attendance, our efforts for the present are being concentrated on the perfecting and enforcement of the laws, existing in all the provinces, re the minimum age for the entry of children to industry and agriculture. The obtaining of a uniform minimum across the Dominion and the adherence of Canada to the International Child Labor Conventions on this matter, will form one of the chief activities of the Section, this year.

(d) To obtain through provincial departments of education, the appointment of full time instructors in health education in the Normal schools so that teachers may be equipped to teach Health as a regular subject on the school curriculum.

This resolution was forwarded to all the Provincial Ministers responsible, early in the year. The replies in all cases indicated considerable interest in the proposal. To date, as far as we can ascertain the procedure recommended is being followed in the Nova Scotia Provincial Normal School at Truro, N.S., in the Provincial Normal Schools of Saskatchewan at Regina and Saskatoon, and in the Provincial Normal School for New Brunswick, at Fredericton. The Minister of Health for Alberta, Hon. George Hoadley has agreed to recommend its adoption in his province.

2. Studies in the following aspects of educational and recreational work for children were also urged, last year:

(a) As to types of special classes required for the education and training of handicapped children.

(b) As to methods and subject matter most suitable to the teaching of sex hygiene to boys and girls.

(c) As to policies and methods in physical education.

(d) As to the values and limitations of the visiting teacher movement.

(e) As to the size of class which produces the most effective result.

Due to the heavy financial outlay involved in the first year of the Council's active programme, no expenditure could be made for studies in this field, in the past year.

In connection with 2 (a) however, special distribution and publicity have been arranged for Dr. Sinclair's Bulletin "Special Training for School Age Children in Need of Special Care." Few publications of the Council have aroused as great interest as this, which would indicate that this is one of the fields of special study to which the Council should give intensive attention as soon as finances permit. Special arrangements for a co-operative plan with the Canadian National Institute for the Blind in the care of children born blind have been under discussion during the year, and it is hoped that within the next few months, plans will be completed for the more adequate provision in the pre-school age for children born blind.

In connection with 2 (b).

As the Canadian Social Hygiene Council is giving special attention to this subject, and has published a most carefully prepared pamphlet on teaching sex hygiene to children, the Council has confined its efforts to giving publicity to this pamphlet and directing attention to the fact that it is available for the use of parents and teachers.

In connection with 2 (d).

It is recommended that if it be found possible to make a study in this field during the coming year, this subject would be a most timely and profitable one, especially in view of the remarkable extension of the application of case work methods to all forms of social work in the last decade.

#### **Motion Pictures.**

An experiment has been initiated this year in the compilation and publication of a "White List" of motion pictures together with selected programmes, which can be recommended for showing to children. By collaboration with the Provincial Censors, the Canadian Motion Picture Distributors' Association, the Dominion and the Ontario Motion Picture Bureaus, a special list has been published, and will be given wide distribution, including its mailing to every exhibitor in Canada. If the system proves successful, quarterly supplementary lists will be issued of new pictures entering Canada, and approved for such showing.

#### **GENERAL.**

Following the agreement, of last year's conference, the excellent report of last year's Committee on Recreation and on Education was printed and distributed to members with the request that it be carefully studied for further presentation and adoption at this Conference. At the conclusion of the adoption of this present report the Conference discussion might therefore be devoted to a clause by clause consideration of this document.

#### **Recommendations 1926-1927—Education Division.**

The Education Division in 1925 suggested the adoption of the following objectives:

The Education Division of the Section on Education and Recreation of the Canadian Council on Child Welfare, feeling that the schools of Canada should provide a field of activities wherein every child may learn

the essentials of citizenship and be fitted ethically, mentally and physically to meet the problems of adult life in a manner that will prove of most service to themselves and their fellowmen; and further, believing that certain definite changes and additions to our present educational system will facilitate the attainment of this end, beg to submit a report on the tentative five-year program of objectives and ideals which may be followed in whole or in part by the various provinces of Canada, according to the particular needs and the present state of each educational system.

### **1.—Vocational Guidance and Training, Part-Time and Continuation Schools:**

Every urban municipality of 5,000 or over should establish under the supervision of a vocational director, agricultural, household science, art, industry, technical and commercial schools or classes; and continuation or part-time classes in public and high school subjects for children engaged in industry should be arranged by the principals of the existing schools, or under separate direction in large cities. It should be the aim of the vocational director to give guidance to pupils of all ages in the schools in their choice of a life work, as well as to conduct the classes for those voluntarily selecting them.

After circularization of the members in this connection, your 1926 Committee offers the following substitution for the above.

"Five thousand is considered to be the minimum population which can support day vocational classes but municipalities under 10,000 will have difficulty in supporting more than one or two branches of the work. A separate director for vocational work is highly desirable but scarcely possible in cities under 20,000, as work is organized at present. All vocational work should be conducted by thoroughly qualified teachers and organizers. It is a serious mistake to place it in the hands of academically trained people who lack industrial or commercial experience.

"Vocational guidance is urgently needed but to be effective it must be conducted by specially trained and carefully selected teachers or experts. Regular teachers can help the counsellors and placement officers but cannot carry out a programme of vocational guidance."

### **2.—Attendance—Length of School Term—Size of Classes.**

Some criticism has come to hand of the recommendation that school attendance be enforced for children between the ages of 6 and 14 for nine months of the year. It is stated that the section is in direct contradiction to Resolution B of the Child Labour resolutions of 1925, which says 7 to 15 years of age should be the compulsory school attendance period. It is strongly recommended that 16 years be set as the minimum age at which a child should be allowed to leave school.

Again in this section in specifying the types of part time classes comes the recommendation that these be **not** specified, as in last year's proposals, nor that the size of the classes be limited to 32 pupils. It is suggested that this section should read that for the population between school leaving age and eighteen years "part time classes are needed and sizes of classes may vary from 10 to 40 depending upon the nature of the work, facilities for instruction, etc."



#### **4.—Medical and Mental Examination and Mental Tests.**

A recommendation is offered to the effect that in schools where there is a regular school nurse a complete medical examination of each child each year is not required.

Allowance is however made for the possibility of our present recommendation, i.e. complete medical examination of every child every year being more of the nature of an ideal, and as such no criticism is offered.

On the other hand, the suggestion is offered that "if every child has three such examinations during his school life, one of which is as soon as possible after admission to school and there is provision for special examination when indicated, that it should be satisfactory. That is, as stated, presuming that a public health nurse is maintaining a constant health supervision of all the children."

#### **5.—Auxiliary Classes.**

Some objection is stated to the recommendation of 1925 for disciplinary classes for potentially delinquent children. No explanation accompanies this objection.

#### **6.—Visiting Teacher and Co-Operation with the Home.**

The necessity of visiting teachers if auxiliary classes are provided, and competent school nurses, and attendance officers are engaged is questioned.

It would seem however that the visiting teacher has a certain place in the highly specialized staff of the modern, large, urban schools that cannot be filled by any of the teachers or officers of other special groups.

More stress might be placed upon the desirability of home school clubs and parent teacher organizations.

#### **9.—Educational and Religious Organizations.**

- In the list of voluntary organizations presented in the 1925 report no mention is made of the Junior Red Cross. Since the Junior Red Cross serves to develop among boys and girls social, patriotic and humanitarian virtues, and has come to take an active place in the present day school life, it is recommended that it be listed with the organizations already named.

This Committee has also been asked to endorse the programme of the Junior Red Cross as set forth at an Educators' Conference in Paris, July, 1925, embodying the following:—

"The Junior Red Cross is a voluntary organization through which children and young people find opportunities for self-expression; the motive which it brings into any class room appeals to the imagination and will of children in such a way as to transmute knowledge into action; this motive is being specially used by those who are directing the movement to promote health, to develop the altruistic tendencies in children, to give practice in good citizenship and to promote international friendliness among the children of the world; it is not a method of education, or health education, but it is a free spirit which quickens the life of the whole school in which it is organized."

## RECREATION DIVISION.

### Physical Directors.

The advisability of recommending physical directors for schools in the proportion of 1 to 20 of the regular teachers is questioned.

It is suggested that this Section of the 1925 programme read: "Every school should have a qualified physical director either full-time or part-time, or a visiting supervisor or adviser. Physical education should have a recognized place in every curriculum and close co-operation with community work is urgently needed."

### Play Sites.

With regard to the recommendation of 1925 for the endorsement of the creation of an endowed foundation which would offer to purchase play-sites for growing communities throughout Canada comes a recommendation that such a "foundation" should not purchase land or equipment but should confine its efforts to training leaders and promoting recreational work by encouraging and helping communities to help themselves. It could suggest equipment, provide plans and layouts, organize programmes, etc.

There is a request before the Committee that the Council place more emphasis upon the necessity of the supervision of school playgrounds not only during the recess period but at all times while the grounds are being occupied by the children.

### Aims and Objectives, 1925-30.

These were:

1. Support of the following movements affecting educational and recreational work for children:—

- (a) To extend the technical school system.
- (b) To obtain compulsory school attendance for at least nine months of the year, by every pupil from seven to fifteen years of age.
- (c) To establish under trained supervisors recreational facilities for all children twelve months of the year.

It is now recommended that this be changed to read "facilities in all urban communities and organized rural districts."

(d) To obtain through provincial departments of education, the appointment of full time instructors in health education in the normal schools so that teachers may be equipped to teach Health as a regular subject on the school curriculum.

2. Studies in the following aspects of education and recreational work for children:—

- (a) As to types of special classes required for the education and training of handicapped children.
- (b) As to methods and subject matter most suitable to the teaching of sex hygiene to boys and girls.
- (c) As to policies and methods in physical education.
- (d) As to the values and limitations of the visiting teacher movement.
- (e) As to the size of class which produces the most effective result.

It is recommended that this last phrase be changed to read "as to sizes of different types of classes, etc."

## SUMMARY.

Due to the extensive programme planned for this section in the Resolutions of 1925, there seems to be little that could be added, at the present time, as an expansion of the work already planned. Further studies and research with respect to section 2 of the Resolutions will probably be carried on throughout the coming year.

In view of the great importance and comprehensive scope of the 1925 Recommendations, I would therefore recommend that this report with the above noted suggestions be now received and sent out, as amended to all members of the Council that final adoption, contemplated for the 1926 Conference, may be moved at the postponed Conference in Vancouver.

Respectfully submitted,

(Sgd.) HUILOTA DYKEMAN,

Convener of Section on Education and Recreation.

*This report was received, and passed for reference to the Vancouver Conference on motion of Miss Dykeman, seconded by Mrs. Sidney Small.*

In discussion, Dr. Reaman urged the necessity of emphasizing the fact that the extra years of school attendance through raising the age limit should be rendered profitable for those in attendance by the greater variation of the curriculum, not only in communities, over 5,000 in population but in smaller places as well. This was supported by Major Campbell.

Canon Vernon and the Bishop of Ottawa spoke along the same lines, both urging that the Committee should also explore the possibilities of special training in agriculture in rural schools, and cover this in their report to the Vancouver Conference. To this suggestion the meeting agreed.

Rev. Phillips Jones urged that the question of banning unseemly vaudeville might well receive the attention of the Committee, when they were dealing with undesirable motion pictures.

Canon Vernon asked that next year all reports be printed and circularized before the Vancouver meeting.

## REPORT OF THE SECTION ON THE CHILD IN NEED OF SPECIAL CARE.

This report was presented by the Chairman, Mr. Robert E. Mills. On his motion, seconded by Mr. R. W. Hopper, it was adopted, as follows:—

In this entire field considerable educational propaganda has been promulgated, in the publication of articles, and in public addresses. In the Council Bulletin, considerable space in each issue has been devoted to the publication of articles and reports dealing with successful developments in Canada, and elsewhere, in home-finding, child-placing, and the development of temporary as compared with permanent institutional care.

The objectives, 1925-30, in this field read:

(a) Wherever the care provided by the natural parents or the guardians of a child is inadequate, there devolves upon the State a parental responsibility proportionate to the need.

(b) Care for normal dependent children in normal family homes.

(c) Restriction of the use of institutions to receiving-home service, temporary care and training of children with personality difficulties and to permanent care of the hopelessly unadjustable.

It will be apparent, that apart from educational propaganda as suggested above, activities under this head will be carried on, only as circumstances and opportunities arise. Educational effort in the past year, has been directed towards public education that "state responsibility" should not be interpreted as meaning simply maintenance and relief, but also such state responsibility towards the work of voluntary or semi-voluntary groups, as will enable them to perform adequately, those particular functions in the dependency field, which would seem, varying with the community and the need, rather the responsibility of private than public philanthropy.

(d) the employment in child welfare work of only such persons as are temperamentally suitable and properly trained in child psychology and social principles and technique.

Whenever opportunity has arisen in connection with the individual agency, an effort has been made to urge the fallacy and injustice to the child of appointments on any but this basis. The creation of the new Association of Canadian Social Workers has somewhat changed the horizon in respect to this clause, and it would seem advisable to work out a common basis of agreement with that body on the qualifications, etc., of workers in this field. It should be clearly understood that some one representative organization should be recognized, as under obligation to protest exploitation of public child welfare offices, and to uphold the application of our standards in appointments to the same.

(e) Extension of the juvenile court system to every part of Canada and education of the public to a recognition of the fact that, while it is a part of the system of justice and legal discipline, it is essentially a behaviour clinic and community agency for juvenile rehabilitation.

(1) Public addresses have been given and special round table conferences arranged on this subject in two centres, where efforts were under way to obtain the proclamation of the Juvenile Delinquents' Act.

(2) A special bulletin "The Juvenile Court in Canada" written by Judge MacGill has been published and distributed widely.

(3) Further effort has been made towards obtaining agreement among the Canadian Juvenile Courts, on a record form to serve as court history and Dominion Statistical return. The Dominion Bureau of Statistics and the Council are prepared to publish such a form, and arrange for its free distribution, once the workers agree on a common form.

(f) In all cases of treatment of children of unmarried parents the well-being of the child shall be the first consideration.

Educational propaganda has been carried on in this field, in the form of addresses, articles, etc. In common with other organizations, special representations were made to the government of one of the Provinces re proposed retrograde changes in the legislation, on this subject, with the result that the changes were not proceeded with. An effort was made to prevent the repeal of the Unmarried Parents Act in New Brunswick (1925) but intimation of the proposal reached us too late to enable us to prepare a really

effective protest. Unfortunately, the modern legislation on this subject was wiped out, and a most ineffective piece of legislation placed on the Statute Books.

The 1925-30 objectives suggested studies into

(a) The vocabulary of child welfare with a view to formulating precise definitions and an accurate terminology for use in legal enactments and social statements.

The only specific accomplishment of this Section is the publication of a set of case history forms for use in child-caring institutions.

The primary purpose was to provide a set of forms that would convey to the many institutions where record keeping has not yet been brought up to modern standards, a suggestion of what case records should be. The printing of such forms in quantity has enabled the Council to distribute them at a price that could not be approached by individual organizations printing their own. It is, therefore, hoped that the practical and concrete form of the suggestion offered may go far to stimulate and facilitate its acceptance by such organizations as may become conscious of a need. For this reason, it is the recommendation of the Committee that a campaign be instituted to bring these forms to the attention of all child-caring organizations in Canada.

It is not the thought of the Committee that the forms offered are the best forms that could be devised for each and every organization that they may serve. In fact there is probably no single organization in Canada for which more suitable special forms could not be drafted. But in drafting these model forms, applicability to diverse organizations had to be considered secondary only to the clear exposition of the fundamentals of records for the less advanced organizations.

It is hoped that these forms will make a distinct contribution to uniformity in records throughout Canada, which is necessary to the accumulation of comparable case statistics. Organizations that choose to draft their own records to meet their individual needs will do well to follow the general form and content of the model forms as nearly as possible in the interest of uniformity and comparability.

This thought has been kept prominently in mind in drafting the case record forms. During the meeting of the National Conference of Social Work in Cleveland, the Chairman of your Committee conferred with many American child-caring workers with a view to co-ordination of effort and arranged a conference between members of this Committee and officials of the Child Welfare League of America, which organization has published forms with similar purposes, which have been widely used in the United States and to some extent in Canada. Excellent relations were established with that organization and an understanding reached that in future our committees would co-operate in efforts toward uniformity of records, definitions and clerical processes. It was decided by your Committee, in drafting its model forms, to follow in general those of the Child Welfare League of America, making only those modifications that seemed necessary for Canadian conditions or that would improve the forms without interfering with the general uniformity and comparability of the records to be written thereon. Comparison of the forms, it is believed, will show that



a distinctive record has been evolved without the loss of anything that would relate it to the form so widely used and built upon in the States.

The more familiar an organization and its workers are with the technique of good record writing, the less is the need for suggestive printed headings such as appear in the "Record of the Child's Family, Sections 'B' and 'C.'" The most advanced organizations would find such headings an actual hinderance in the preparation of first class records. With this in view, your Committee has published separately Section 'A', "Facts for Identification and Reference," to be used as a **face sheet** to be followed by plain typewritten sheets, in the more experienced agencies. This face sheet would seem to be the common denominator when the form is to be modified to meet the special needs of various types of organizations. Child protection agencies, child placing agencies, and many agencies for special care and service can use the face sheet in combination with the most diverse individual record data.

Your Committee has begun and recommends the completion and publication of a small manual on record writing for child-caring organizations, with particular reference to the use of the model forms and a pamphlet explaining why adequate case records should be kept by children's agencies.

Further studies suggested 1925-30 included:—

(b) Methods of dealing with dependency and the social and personality results accruing therefrom.

(c) Conditions which cause neglect, and adequate preventive and remedial measures in dealing with it.

Due to the necessity for economy in financing, no studies were begun in these fields but it is hoped that arrangements now under way, will permit a start to be made, in the early part of 1927.

(d) The various practices now employed in dealing with the child born out of wedlock and comparative study of results.

Through the co-operation of the Women's Directory of Montreal, a very valuable study by Mr. John Kerry, K.C., "The Legal Status of the Unmarried Mother in the Province of Quebec," was published and distributed by the Council.

It is hoped to publish a comparative analysis of Canadian laws on this subject in the present year.

(e) Evaluation of present methods of home finding and child placing looking to development of scientific standards in this field.

The papers of the last Conference on this subject have been issued in a special pamphlet entitled "Child Placing," and have been supplied in quantities, free of charge, to agencies in this field. The response has been encouraging.

(f) A critical study of experiments being made in prevention and treatment of delinquency looking to the adoption of a practical scientific programme of child guidance and protection.

Beyond some preliminary work in the compilation of statistics of former inmates of reformatory institutions, who later reach penitentiary, no studies have been made in this field. This particular phase of the subject has been receiving special attention, however, and it is hoped that more intensive work can proceed along these lines.

## **GENERAL.**

A special study of per capita costs, by provinces, of the maintenance of children in institutions (neglected, dependent and delinquent) is being attempted but it is too early to state whether the results will be of any practical value.

Respectfully submitted,

(Sgd.) ROBERT E. MILLS,

Convener of Section on the Child in Need of Special Care.

In speaking to the adoption of this report, Mr. Hopper urged that the manual and pamphlet on the need and use of the record form should precede dissemination of the form.

## **SECTION ON THE SPIRITUAL AND ETHICAL DEVELOPMENT OF THE CHILD.**

This report was presented by Major Campbell in the absence of the Chairman, Dr. Hugh Dobson of Regina:

Owing to the postponement of the meeting of the Canadian Council on Child Welfare this year and to the inability to hold a meeting of the consulting committee on this section—it has been impossible to secure the consent of the committee as a whole to recommendations for a programme of activity during the coming year. The Chairman has had correspondence with members of the committee and personal consultations with a number of them, and submits the following as in his judgment a programme which would have a whole-hearted backing of the committee:—

### **Promotion of International Standards on Recognized Rights of the Child.**

Very remarkable progress has been made in Child Welfare Legislation and the administration thereof during the past five year period. Moreover, we have now, what we did not have in the earlier years, a considerable group of trained and experienced Child Welfare Workers and leaders scattered throughout Canada but knit together in a sense of comradeship in this work. It must however be plain to those who are acquainted with this group and also acquainted with masses of people throughout Canada that there is the utmost necessity of lessening the distance between the attitude and knowledge of this group of Child Welfare leaders.

To facilitate the catching up process and bring public opinion to the standards held by the Canadian Council on Child Welfare it is recommended:—

1. That an effort be made to interest clergymen, teachers and other community leaders in promoting the acceptance of the Geneva Charter as defining Canada's view of the rights of the child. By Canada we mean the people of Canada and Canadian public opinion. To promote this it is suggested that an effort be made to distribute these Charter cards in the small size and in a larger size for publicity work and that community leaders, teachers, clergymen and others be asked to give addresses to their communities on the rights of the child as indicated by the five points of the Geneva Charter.

2. That the most careful preparation of pamphlets for widespread distribution be undertaken. The purpose of these should be to gain the acceptance of outstanding personalities in Canadian history as the embodiment of this or that spiritual and ethical ideal which should be fostered in our national life.

3. That we make a study of some of the mental and moral food on which the childhood and youth of the nation is reared.

The principle has already been accepted throughout Canada that to insure a sound physique and to lower child morbidity and mortality, children must be protected against bad food and improper feeding. To this end during the past decade, the principle of Governmental and Municipal oversight over certain kinds of food has been adopted and laws have been promulgated and enforced against food adulteration.

It seems just as necessary if we are to maintain health in the realm of the spiritual and the ethical that we must see that the standard of the food that determines the spiritual and ethical life of the people should be raised.

Looking to this end it is recommended that, if financially possible, the Section on Spiritual and Ethical Development of the Child in co-operation with other groups of the Council already engaged in like work, undertake a survey of the literature sold throughout Canada which forms such a large part of the mental and moral food of Canada. This survey should attempt to secure the facts about:—

1. The circulation of different magazines and periodicals throughout Canada and an appraisal of the effects of this literature.

2. The nature of the wit, humour, etc., in the reading matter of the Canadian people, e.g. the comic sections of the press, etc., and an appraisal of the effects of the same upon habits and character.

3. The books sold for the reading public in Canada and the books loaned through the public libraries in Canada and an appraisal of any tendencies that might vitally effect national ideals.

4. An appraisal of the spoken drama, the cinema and the radio as to their contribution to spiritual and ethical ideals.

4. It is further recommended that a special effort be made to emphasize the point, that the most important element in an educational system is the spiritual and ethical quality of all leaders more particularly leaders in religious, educational and play movements.

In this among other things it is intended to emphasize that the most important factor in the play movement in Canada is that we should have not only playgrounds throughout Canada, but the supervision of playgrounds, and that it is of the utmost importance that these supervisors should be trained and experienced, and even more important that the conduct and character of such play supervisors should be of such a quality as we might wish our children to have in their character.

All of which is respectfully submitted for the consideration of the Council.

(Sgd.) HUGH DOBSON,  
Chairman.

*This report was adopted on motion of Major Campbell, seconded by Canon Quartermaine.*

## SAVE THE CHILDREN FUND COMMITTEE.

Mr. Frank Yeigh, Secretary of the Canadian Save the Children Fund Committee, addressed the annual meeting suggesting definite co-operation between his Committee and the Council, by the creation on the Council's part of a new Section on Conditions Among Children in Foreign Countries, which would act as the Canadian point of contact with the International Save the Children Fund in its permanent peace-time programme. Mr. Yeigh stated that no financial, nor propaganda responsibility would be involved, nor any outside control of the Canadian Council's Committee. The Council might appoint certain members of the former Save the Children Fund Committee to its permanent committee.

After some questions as to the permanent programme of the International Save the Children Fund, on motion of Canon Vernon, seconded by Mr. Phillips Jones, the whole question was referred to the executive for detailed information and report. Mr. Yeigh was asked to take the matter up concurrently with the International Committee, so that both groups could be prepared to deal with the matter finally at the Vancouver Conference.

### Crest.

On motion of Dr. Fleming, seconded by R. W. Hamilton, the decision and selection of a crest was left to the President and Ottawa Sub-Executive Committee.

### Nominations and Elections.

The report of the Nominations Committee was presented by the Convener, Dr. Helen R. Y. Reid.

On motion of Dr. Wodehouse, seconded by the Bishop of Ottawa, the Secretary was instructed to cast a deciding vote, electing the slate, recommended by the Nominations Committee, as follows:

#### Officers, 1926-27.

Past President—Mr. A. P. Paget, Winnipeg.

President—Mrs. C. H. Thorburn, Ottawa.

Vice-Presidents—Dr. Helen R. Y. Reid, Montreal; Dr. H. E. Young, Victoria, B.C.

Hon. Treasurer—Mme. Jules Tessier, Quebec.

Executive Secretary—Miss Charlotte Whitton, Ottawa.

#### Chairmen of Sections.

Child Hygiene—Dr. A. Grant Fleming, Montreal.

The Child in Employment—Dr. Weyman, Vancouver, B.C.

Education and Recreation—Dr. G. Weir, Vancouver, B.C.

Sub-Chairman on Education—M. MacLean, M.A., Ottawa.

Sub-Chairman on Recreation—Mrs. G. Cameron Parker, Toronto.

The Child in Need of Special Care—Robert E. Mills, Toronto, Chairman.

Sub-Committee on Delinquency—Judge Ethel MacLachlan, Regina.

Sub-Chairman—Mrs. Sidney Small, Toronto.

The Ethical and Spiritual Development of the Child—Dr. Hugh Dobson, Vancouver, B.C.

French Speaking Section—Mme. P. E. Marchand, Ottawa.

### **Governing Council, 1926-27.**

Mr. Tom Moore, Ottawa, Chairman.  
Mrs. J. A. Stewart, Perth, Hon. Secretary.  
Mrs. Harold Riley, Calgary, Alta.  
Magistrate Emily Murphy, Edmonton, Alta.  
Mrs. V. S. MacLachlan, Victoria, B.C.  
Mr. C. J. McNeely, Vancouver, B.C.  
Dr. C. A. Baragar, Brandon, Man.  
Mrs. R. A. Rogers, M.L.A., Winnipeg, Man.  
Mr. W. A. Weston, Winnipeg, Man.  
Miss H. Dykeman, R.N., St. John, N.B.  
Judge E. H. Blois, Halifax, N.S.  
Miss Jean Browne, Toronto, Ont.  
Dr. J. W. Crane, London, Ont.  
Dr. J. E. Davey, Hamilton, Ont.  
Mr. C. A. Seguin, Ottawa, Ont.  
Prof. E. D. MacPhee, Toronto, Ont.  
Rev. Father Haley, Toronto, Ont.  
Mrs. D. A. Dunlop, Toronto, Ont.  
Miss Mona Wilson, Charlottetown, P.E.I.  
Mme. L. G. Beaubien, Montreal, Que.  
Mrs. R. J. MacDonald, Saskatoon, Sask.

### **New Sub-Section on Delinquency.**

Judge Ethel MacLachlan, Regina, Sask., Chairman.  
Mrs. Sidney Small, Toronto, Sub-Chairman.  
Judge Mott, Toronto.  
Judge Choquette, Quebec.  
Judge Blois, Halifax.  
J. H. T. Falk, Montreal.  
R. H. Coats, Ottawa, Ont.  
W. L. Scott, K.C., Ottawa.

### **Committee on Revision of the Constitution.**

Prof. E. D. MacPhee, Toronto, Chairman.  
Miss Jean Browne, Toronto.  
Dr. Grant Fleming, Montreal.  
K. C. McLeod, Edmonton, Alta.  
with the Executive Secretary, as Secretary.

### **Ways and Means Committee.**

Dr. Helen R. Y. Reid, Montreal, Convener.  
Miss Mona Wilson, Charlottetown, P.E.I.  
Mrs. Sidney Small, Toronto.  
J. Keith Edwards, Sherbrooke, Que.

On motion of Mr. Tom Moore, seconded by Canon Vernon, the Secretary was instructed to canvass the Executive for suggestions of names of persons, who might act on this Committee. The Chairman of the Ways and Means Committee and the Secretary in collaboration with the Executive are then empowered to select additional names for this Committee.



The Sub-Chairman of the Sub-Committee on Recreation was given power to add to her Committee.

#### **Resolutions Committee.**

The report of the Committee on Resolutions adopted on motion of Canon Vernon, seconded by Canon Quartermaine, was as follows:

On behalf of the Committee on Resolutions, I beg to submit the attached resolutions for the consideration of the Canadian Council on Child Welfare.

C. W. VERNON, Chairman,  
Committee on Resolutions.

#### **Child Hygiene.**

That this Council approves of the following recommendations of the Section on Child Hygiene:

1. Completion of work in hand;
2. Publication of results secured by special classes for the handicapped in Canada;
3. The Canadian Council on Child Welfare go on record as endorsing the "Seymour Plan" for a campaign against  
DIPHTHERIA during September and October, 1926.  
SMALLPOX during November and December, 1926.  
TYPHOID FEVER during January and February, 1927.

Through:—

CO-OPERATION of all health agencies, official and voluntary, on the North American Continent; the American Medical Association; the Canadian Medical Association; the Federal Department of Health of Canada; the United States Public Health Service; the Churches; the Press; Educational Authorities and all other agencies that can in any way assist.

CONCENTRATION of effort on the part of the foregoing organizations, by propaganda and publicity in the daily and weekly press, current magazines, moving picture theatres and by public addresses.

EDUCATION of the public to the fact that DIPHTHERIA, SMALLPOX and TYPHOID FEVER are communicable and preventable; and that by making use of the knowledge which medical science has made available, these diseases can be prevented.

#### **Mental Hygiene.**

Whereas, the President of the Calgary Council on Child Welfare has requested the Canadian Council on Child Welfare to state a concrete national policy on the care of the mentally defective, in order that the Calgary Council may take up the matter with the government of Alberta.

And whereas it is the opinion of this Council that the problem of the care of mentally defective persons demands urgent consideration.

And whereas the special knowledge of the Canadian National Committee for Mental Hygiene makes it the proper authority for advice on matters pertaining to mental hygiene.

Be it therefore resolved that the request of the President of the Calgary Council on Child Welfare be referred to the Canadian National Committee on Mental Hygiene for their consideration and report and that the

Canadian National Committee on Mental Hygiene be assured of the heartiest co-operation of the Canadian Council on Child Welfare.

#### **Child Labour.**

That the Canadian Council on Child Welfare reaffirms its conviction that every effort should be made to bring about acceptance of the International Child Labour Conventions and Recommendations by the provinces of Canada to the end that adherence to these may be given by the Dominion Government.

#### **Survey of Literature.**

That the Section on Spiritual and Ethical Development of the Child be requested to survey the literature sold throughout Canada to secure facts concerning:

1. The circulation of different magazines and periodicals throughout Canada and an appraisal of the effects of this literature.
2. The nature of the wit, humor, etc., in the reading matter of the Canadian people, e.g., the comic sections of the press, etc., and an appraisal of the effects of the same upon habits and character.
3. The books sold for the reading public in Canada and the books loaned through the public libraries in Canada and an appraisal of any tendencies that might vitally affect national ideals.
4. An appraisal of the spoken drama, the cinema and the radio as to their contribution to spiritual and ethical ideals.

#### **Motion Pictures.**

That the Canadian Council on Child Welfare endorses the principle of the classification of motion pictures as for general audiences and for children's audiences and that the practical application of this endorsement within the provinces, be referred to the Committee on Recreation.

#### **Adjournment.**

The adjournment of the Seventh Annual Meeting was moved by Mr. Tom Moore.

ELLA M. THORBURN,  
President.

CHARLOTTE E. WHITTON,  
Executive Secretary.





### Publications of the Canadian Council on Child Welfare.

- \*No. 1. The Spiritual and Ethical Development of the Child, 1922.
- No. 2. British Columbia's Child Health Programme, 1923.
- \*No. 3. Agricultural Training for the Dependent and Delinquent Child, 1923.
- \*No. 4. Reducing Infant Mortality in City and Rural Areas, 1922.
- No. 5. The Juvenile Employment System of Ontario, 1923.
- No. 6. A Statistical Review of Canadian Schools, 1923.
- \*No. 7. Housing and Care of the Dependent Child, including Standards of Placement, and Model Dietary for Children's Home, 1924.
- \*No. 8. A Comparative Study of the Child Labour Laws of Canada, 1924.
- \*No. 9. The Child of Canada's Hinterlands, 1924.
- No. 10. Grants in Aid to Children in Their Own Homes, 1924.
- No. 11. Courts of Domestic Relations, 1924.
- \*No. 12. The Social Significance of Child Labour in Agriculture and Industry, 1924.
- No. 13. A Comparative Summary of the Canadian Adoption Laws, 1924.
- No. 14. Some Angles of Discussion in the Juvenile Immigration Problem of Canada, 1924, together with the Immigrant Children's Protection Act of Ontario, 1924.
- No. 15. Juvenile Immigration Report No. 2—A summary of Representative Canadian Opinion, the British Government's Oversea Settlement Committee Report and Recent Progressive Developments in the Canadian Government Policy, 1925.
- Proceedings and Papers, Fourth Annual Canadian Conference on Child Welfare, Winnipeg, 1923.
- \*No. 16. Special Training for School-Age Children in Need of Special Care, 1925.
- No. 17. The Juvenile Court in Canada—Origin, Underlying Principles, Governing Legislation and Practice, 1925.
- No. 18. The Council's Objectives, 1925-30. (Published in French also).
- No. 19. The Child in Industry: Progress 1920-25 and Recommendations 1925-30.
- No. 20. Progress in Education and Recreation, Canada, 1920-5.
- No. 22. The Legal Status of the Unmarried Mother and Her Child in the Province of Quebec, 1926.
- No. 26. Progress 1920-5 and Recommendations 1925-30 in Child Welfare Legislation, 1926.
- No. 27. Problems in Family Desertion: Prevention, Rehabilitation, Legislation, 1926.
- No. 28. Child-Placing (Six Papers), 1926.
- Nos. 18, 19, 20, 26, 27 and 28 are reprints of addresses presented at the Fifth Annual Conference at Ottawa, 1925.
- Proceedings and Papers, Fifth Annual Canadian Conference on Child Welfare, Ottawa, 1925.
- Canadian Child Welfare News, Published Quarterly, on Fifteenth of February, May, August and November.
- No. 29. Canada and the International Child Labour Conventions, August 1st, 1926.
- No. 29a. Action Necessary by the Nine Provinces of Canada for Canada's Adherence to the International Child Labor Conventions, Aug. 1, 1926. (Chart).

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ALL PUBLICATIONS FREE TO COUNCIL MEMBERS.—  
WILL YOU GET US A NEW MEMBER TODAY?



# Canadian Council on Child Welfare

408 PLAZA BLDG., OTTAWA, CANADA

Founded in Ottawa, in 1920, as the result of a National Conference of Child Welfare Workers, convened by the Child Welfare Division, Federal Department of Health.

## OBJECTS:

1. To promote in co-operation with the Child Welfare Division of the Federal Department of Health, and otherwise, the general aims of the Council:
  - (1) By an annual deliberative meeting, held preferably in September or May, of each year.
  - (2) By the activities of subsections of membership on Child Hygiene, The Child in Industry, Recreation and Education, The Child in Need of Special Care, The Spiritual and Ethical Development of the Child.
  - (3) By affording a connecting link between the Child Welfare Division of the Federal Department of Health, and the Council's constituent bodies.
  - (4) By such further developments of the general program of Child Welfare as may be recommended from time to time by the Executive or any sub-committee thereof.
2. To arrange for an annual conference on Child Welfare matters.
3. To co-ordinate the Child Welfare programs of its constituent bodies.

## MEMBERSHIP:

The membership shall be of two groups, Institutional and Individual.  
(1) Institutional membership shall be open to any organization, institution or group having the progress of Canadian Child Welfare wholly or in part included in their program, articles of incorporation, or other statement of incorporation.

(2) Individual membership shall be open to any individual interested in or engaged in Child Welfare work, upon payment of the fee, whether that individual is in work, under any government in Canada or not.

(3) All classes of members shall have equal rights of vote and speech in all meetings of the Council.

## FEES:

1. National Organizations, Annual Fee, \$5.00—Representatives: 3.
2. Provincial Organizations, Annual Fee, \$3.00—Representatives: 2.
3. Municipal Organizations, Annual Fee, \$2.00—Representatives: 1.
4. Individual Members, Annual Fee, \$1.00—Representatives: 1.

In electing the Governing Council and the Executive, all members will be grouped, according to their registration with the Treasurer.

Every member will receive a copy of the proceedings of the Annual Conference and such other publications as may be published from time to time.

## EXECUTIVE, 1925-26.

Past President—Mr. A. P. Paget,  
Winnipeg, Man.

President—Mrs. C. H. Thorburn, Ottawa,  
Ont.

Vice-Presidents—Dr. Helen R. Y. Reid,  
Montreal, Que.; Dr. H. E. Young,  
Victoria, B.C.

Hon. Treasurer—Mme Jules Tessier,  
Quebec, P.Q.

Executive Secretary—Miss Charlotte  
Whitton, M.A., Ottawa, Ont.

Chairman French-Speaking Section—  
Mme P. E. Marchand, Ottawa, Ont.

Chairman Child Hygiene—Dr. Grant  
Fleming, Montreal, Que.

The Child in Industry—Judge Helen  
G. MacGill, Vancouver, B.C.

Education and Recreation—Miss H.  
Dykeman, St. John, N.B.

The Child in Need of Special Care—  
Robert E. Mills, M.A., Toronto,  
Ont.

The Ethical and Spiritual Develop-  
ment of the Child—Dr. Hugh  
Dobson, Regina, Sask.

## Governing Council:—

Mr. Tom Moore, Ottawa, Ont.

Mrs. V. S. MacLachlan, Victoria, B.C.

Miss Jean Browne, Toronto, Ont.

Professor E. D. MacPhee, Toronto,  
Ont.

Mr. M. C. MacLean, M.A., Ottawa,  
Ont.

D. B. Harkness, Toronto, Ont.

Mrs. R. J. Macdonald, Saskatoon,  
Sask.

Judge Emily Murphy, Edmonton,  
Alta.

Mrs. J. A. Stewart, Perth, Ont.

Rev. Joseph Haley, Toronto, Ont.

Mme Gerin-Lajoie, Montreal, Que.

Dr. C. A. Baragar, Brandon, Man.

Mrs. Sidney Small, Toronto, Ont.

Judge E. H. Blois, Halifax, N.S.  
Miss Mona G. Wilson, Charlottetown,  
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Mrs. Harold Riley, Calgary, Alta.

Mr. Thos. Menzies, Victoria, B.C.

Judge Ethel MacLachlan, Regina,  
Sask.

Mrs. Edith Rogers, M.L.A., Winnipeg,  
Man.

